A Proposed Sport Development Policy

Sport Issue Papers
Volume 1

Alberta
RECREATION AND PARKS

SPORT ISSUE PAPERS

TABLE OF CONTENTS

VOLUME 1 PAGE

Introduction i

THEME 1: PHILOSOPHY AND PLANNING OF SPORT

SPORT AND SOCIAL POLICY
Dr. R. Gerald Glassford, Ph.D. 1

THE ALBERTA SPORT PARTICIPATION SYSTEM
Dr. Murray F. R. Smith, Ph.D. 36

ALBERTANS PARTICIPATION IN SPORT
Art Dyer 66

ALBERTA SPORT PLAN: A CONCEPTUAL FRAMEWORK
Dr. G. Bowie, Ph.D. and Pamela Sucher 111

FEDERAL AND PROVINCIAL GOVERNMENT: SPORT ISSUES AND CONSIDERATIONS
Dan Pugliese 151

THEME 2: SPORT ORGANIZATION, ADMINISTRATION AND DEVELOPMENT

AN OVERVIEW OF SPORT DELIVERY SYSTEMS: ORGANIZATION AND COORDINATION
Dr. Roger Jackson, Ph.D. 176

PROVINCIAL SPORT ORGANIZATIONS: ISSUES AND PRIORITIES
Dr. Bob Bratton, Ph.D. 191

VOLUME 1 PAGE

PROVINCIAL SPORT ORGANIZATIONS: ISSUES AND PRIORITIES
Dick White and Lyle Leslie 209

THE GAMES CONCEPT: ITS ROLE IN SPORT DEVELOPMENT
The Alberta Games Council 222

SPORT LEADERSHIP: ISSUES AND FUTURE CONSIDERATIONS
Don Watts 240

SPORT FACILITIES: ISSUES AND CONSIDERATIONS
David R. Rudge 276

SPORT MEDICINE IN ALBERTA
Dr. David J. Magee, Ph.D. 310

AN ASSESSMENT OF AMATEUR SPORT ADMINISTRATION IN ALBERTA
Dr. E. Barry Mitchelson, Ph.D. 332

AN EXAMINATION OF THE RELATIONSHIPS BETWEEN PROFESSIONAL AND AMATEUR SPORT IN ALBERTA
John Konihowski 393

AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS
Art. C. Burgess 403

AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS
Terry Jones 425

AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS
Diane Jones-Konihowski 436

VOLUME 2 PAGE

THEME 3: SPORT PARTICIPANTS

VOLUNTEERS IN AMATEUR SPORT
Arlene Meldrum 447

YOUNG CHILDREN (AGES BIRTH - EIGHT) AT PLAY:
THE PRE-SPORT PERIOD
Dr. David J. Sande, Ph.D. 488

SEX EQUALITY IN SPORT
Dr. M. Ann Hall, Ph.D. 517

WOMEN AND SPORT
Wilma G. Winter 556

SPORT AND THE NATIVE POPULATION
Wilton Littlechild 585

SOME CONSIDERATIONS CONCERNING THE SPORT NEEDS OF SENIOR
CITIZENS AND DISABLED PERSONS AND THE GENERIC SPORT
DELIVERY SYSTEM
David G. Arsenault and Valerie W. Blakely 598

THEME 4: SPORT IN OUR EDUCATION SYSTEMS

SPORT IN THE SCHOOLS: A SPORTS POSITION PAPER
Arnie M. Enger 645

SPORT AND THE SCHOOL SYSTEM
Lorne Wood 668

PAGE

VOLUME 2

INTER-UNIVERSITY AND INTER-COLLEGIATE SPORT:
ISSUES AND CONSIDERATIONS
Dr. Dennis M. Kadatz, Ph.D. 681

INTER-UNIVERSITY AND INTER-COLLEGIATE SPORT:
ISSUES AND CONSIDERATIONS
Hugh S. D. Hoyles 697

THEME 5: SPORT IN OUR COMMUNITIES

SPORT AT THE LOCAL LEVEL: A PRIORITY IN URBAN ALBERTA
Barry K. Cooper 735

SPORT AT THE LOCAL LEVEL: A PRIORITY IN URBAN ALBERTA
Douglas B. Irwin 777

SPORT AT THE LOCAL LEVEL: A PRIORITY IN RURAL ALBERTA
Larry Beres 813

SPORT AT THE LOCAL LEVEL: A PRIORITY IN RURAL ALBERTA
Roy Blais 832

INTRODUCTION

These volumes constitute a total of thirty one papers that were requested by and submitted to Alberta Recreation and Parks in early 1981. Each paper examined an issue relating to sport development and organization that was of provincial significance and the authors were asked to discuss the various factors that relate to each issue and the present recommendations for the resolution of the particular issue.

The authors of these papers were chosen because they represent Alberta's sport community and are considered as individual experts in their own particular fields. The papers have been analyzed and discussed in detail by senior Department personnel and the issues and recommendations contained therein constituted and integral data base for the Sport Policy Study that has recently been completed by the Department. Infact, many of the policies were based upon the major recommendations of the sport issue papers.

The papers have been organized into five general themes in order to maintain consistency and continuity in subject categories. These themes are:

1. Philosophy and planning of sport.
2. Sport organization, administration and development.
3. Sport participants.
4. Sport in our education systems.
5. Sport in our communities.

The first theme; philosophy and planning of sport deals with broad issues related to the Alberta sport participation system and general planning and policy framework development of sport.

The second theme; sport organization, administration and development deals with broad issues related to provincial sport organizations, sport administration in general and other selected topics such as leadership, facilities, sport medicine and public relations.

The third theme concentrates on the sport participant. It has a special emphasis on volunteers, young children, women, native populations, seniors and disabled. The topics discussed focus on the special considerations for these participant groups in the areas of participation, programs, administration, facilities and leadership.

The fourth theme, sport in our education system, discusses the broad issues related to sport organization, administration and future trends in sport in our grade school system and in our colleges and universities.

The fifth theme focusses on the role sport in Albertas communities. Comparisons are made between the perceived role and administration of sport in two urban and two rural communities in Alberta.

In writing the particular paper every author was requested to identify major issues related to administration, organization, participation, leadership, facilities and policy development. In addition, recommendations to resolve these issues were requested.

Each paper was analyzed by the Sport Policy Planning Team and the authors were invited to a series of meetings to clarify and elaborate on their particular papers and recommendations. The Planning Team then used the issues and recommendations to identify policy areas and develop specific policy recommendations and initiatives for the final report.

The Department of Recreation and Parks wishes to formally thank the individuals and organizations that contributed papers. Their suggestions and recommendations provided much of the information that facilitated the conduct of the Sport Policy Study.

SPORT AND SOCIAL POLICY

R. Gerald Glassford

This paper deals with the interrelationships of sport, social policy, and the fabric of society in general. The paper discusses the importance of policy setting and suggests broad policy goals in the areas of: leadership development, agency cooperation, sport participation, facility use, volunteer recognition, athlete training centres, sport planning and research, sport medicine, and a "Bill of Rights" for athletes.

SPORT AND SOCIAL POLICY

Introduction

Although sport had its beginnings at least as early as 776 B.C. when the ancient Olympic Games were said to have staged their first competitions, it is probably more appropriate for this task to view sports as having been born of private initiative during the latter part of the nineteenth century. Sport has now achieved extraordinary dimensions. No other single phenomenon in the sphere of cultural pursuits (considering both participant and spectator) has such a following as sport. Sports boundaries are now global and from time to time it absorbs the interests of nations, continents, and occasionally even the world.

Paradoxically, the social mechanisms which form the basis of sport are easily grasped by everyone and as simply applied. The explosion of the demand for sport has presented a twofold problem:

1. that of encouraging the development of sport because of its health benefits as well as psycho-social values; and

2. that of taking such steps as an necessary to meet this demand (i.e., facility provision, training of personnel, program development).

For these reasons sport and social policy deserve consideration.

The Concept "Policy"

The word "policy" appears in many documents which address issues of substance with respect to society. There is no single, or sharp definition of the term but it is often considered to be that which governments say and do (or do not do). Additionally, it would seem that the concept underlying the term "policy" is best thought of as "futures shaping", as an orientation toward action. Policies are the foundations upon which programs are built and they are also the blueprints that give the programs their shape. Social policies are designed to bring about changes in society by creating changes in the relationships among individuals, groups, and institutions (in our case the "actors" of a sport[1] delivery system).

How do "policies" come into being? Are they simply formulated by a group of isolated thinkers who are paid to create them? Are they a reflection of the political party in power? Perhaps, but in all cases social policies tend to reflect the discrepancies that exist in society between what people or groups want (goals and aspirations) and what they have (present achievements). The actual policy making process is not a single track system but a dynamic means--ends relationship, consequently the following scheme is an unfortunate but necessary oversimplification which is included only to serve as a framework for discussion with respect to social policy as it shapes the sport futures of Alberta.

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[1] Throughout this paper the term sport will be understood to be human activity (non-motorized) involving physical exertion (large muscle groups) and skill (mental and physical). It is activity which takes place in a competitive environment according to a set of procedural rules. Individuals engaged in sport are motivated by personal satisfaction associated with participation. Training or preparation is an integral component of sport given that practice is required to develop sport-specific skills.

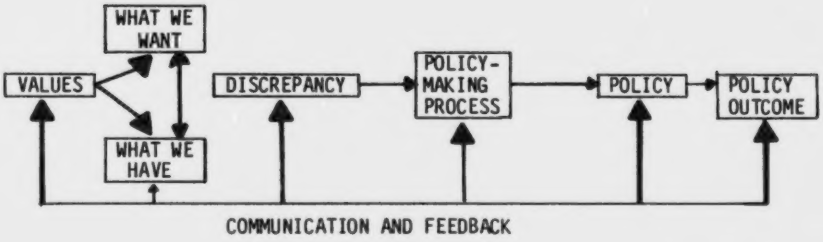

Figure 1 Policymaking Process

Within Alberta, sport is a firmly established social and cultural institution which, like public education and the mass media, serves many functions for the individual, for groups and organizations, and for the society. It can be argued that soundly developed sport programs can make an essential contribution to the development and expression of personality, and to the safeguarding of the human element in a mechanized, industrialized state (for a more extensive consideration of this topic see Appendix A).

It is reasonable to assert, from a "value" perspective, that every Albertan should have the freedom to choose and the right to participate in sport. In point of fact, there are clauses in the constitutions of a number of European countries which state the right of citizens to participate in sport.

The European Council for Cultural Co-operation, in accepting this value-laden article

> . . . invited institutions concerned with sport to help "all citizens irrespective of age, sex, occupation or means to understand the value of sport and engage in it throughout their lives" and considered it a duty of public authorities to create "better conditions for the practice of sport by all and to encourage private sports organizations to take the initiative in extending their activities."

> Whereas the right not to participate in sport is as important as its opposite, acknowledgement of the value of sport requires that any individual who wishes to take part shall not be prevented from doing so, in a form of activity appropriate to his interests and abilities, through undue difficulty in relation to the cost or accessibility of facilities (European Sport for All Charter, 1975, p. 14). (See Appendix B for a listing of all articles.).

If we accept this value and therefore regard sport as a community's everyday need then a number of discrepancies between "what we have" and what we want" begin to appear and can serve as a focus for the policy making process.

Sport and Social Policies

Studies which have been conducted in many countries of the world, including Canada, have identified clear discrepancies between the levels of involvement in sport activities and expressed desires to participate in sport activities. The reasons given span a great range but typically include: a lack of time, lack of facilities, starting a working life, no sport group in close proximity. Regardless of the reasons for limited participation, the key policy question is: DO WE WISH TO ENCOURAGE A GREATER NUMBER OF ALBERTANS TO ENGAGE IN AN ACTIVE SPORT-ORIENTED LIFE-STYLE? Mao Tse Tung early in his career as leader of the People's Republic of China issued a policy statement to the effect that all concerned agencies were to PROMOTE PHYSICAL CULTURE AND BUILD UP THE PEOPLE'S HEALTH. It was a clear request for action-oriented programs. In the Federal Republic of Germany the policy of promoting activity led to the creation of a national campaign labelled "The Second Way" which was designed to actively encourage all citizens to participate in sport during their leisure time. A British campaign, on the other hand, did not have as its main objective the stimulation of a demand for sporting opportunities but rather the creation of awareness with respect to a lack of facilities, to limited participation opportunities, and to other sport and recreation related shortfalls. It was not the British Government's intent to control or direct sport but to play a more passive role by providing advice, information, and financial assistance. The Government of the Province of Alberta would seem to favour a similar approach. Their policies would seem to place the responsibility for actively developing sport and sport participation opportunities with individual sport organizations and with the volunteer while they and their departments assume a supportive role which includes the provision of financial aid and assistance in building local and provincial facilities (Letter from the Minister of Recreation, Parks and Wildlife to the Federal Minister of State, March 13, 1978). This policy permits each sport governing body, each volunteer agency, the autonomy necessary to create its own program priorities and its own plan for future development while at the same time receiving a guarantee of financial aid (a symbiotic relationship). The principle of self-help based on personal enthusiasm is thereby retained. A question which faces Albertans today is whether or not the volunteer and the voluntary sport agencies alone can achieve all that is needed in program development to meet the increasing and changing demands. Immigration figures, the changing demographic picture, the influx of ethnic groups, the shortened work week and other society-related statistics are producing new demands, some of them beyond the ability of the present system to satisfy. There appears to be an immediate need for large-scale, long term planning, for a tightening up of organizational arrangements (to reduce duplication and overlapping), and to produce a systematic and fuller use of existing resources and facilities. In this sense it may well be profitable to explore the development of a synergetic relationship[2] among the various "actors" in the sport delivery system of Alberta.

The establishment of sport-related social policies which will shape the future planning for sport in Alberta can be divided into many categories. For purposes of further discussion the following have been selected:

1. Communication. Clearly the master process of any development is a systematic dialogue mechanism which incorporates the various "actors" involved. If "future planning" in sport is to be the most effective a policy must be struck which will ensure open discussion among the sport-related groups and within the decision-making process.

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[2] The term "synergism" implies a working relationship, a cooperative effort, whereby the partners are actively involved but the total effect is greater than the sum of the partners' efforts taken individually.

2. Organizational Infrastructure. Many bodies and organizations (both statutory and voluntary) have clear vested interests in the development of sport in Alberta. The roles of each must be sharply delineated (see the Inter Sport IV documentation) and their efforts co-ordinated (see Inter Sport V documentation). Partnerships can take any one of a number of forms but which ever one is selected must exhibit both strength and flexibility.

3. Target Populations. Any social policies must reflect careful consideration of the needs of all the citizens of Alberta. Sport-related policy can be no different. Questions must be asked which require an answer containing a rationale for program developments for the majority (masses) as well as for the minority (the elite). Discrepancies must be identified with respect to what currently exists and what should exist in the way of programs for special populations (the physically disabled, native groups, shift workers, single parents, the mentally disabled and so forth). Policies can then be struck that will produce appropriate actions.

4. Resources. Given that the first policy statement identifying sport as an integral part of Alberta's social fabric is accepted as a reality; then there follows an obligation on the part of public authorities to provide an adequate funding base for the establishment and operation of both sport programs and sport facilities. Municipal and provincial govenments derive a substantial income from sport through taxes on the sale of sports equipment, taxes derived from the sale of admissions to sport performances, taxes which are garnered from gambling on sport events (horse racing in particular), earnings from lottery systems (the Western Canada lottery and Super Loto), as well as casinos. The sport community can justifiably expect a return of

part of these earnings. Moreover fiscal policies related to tax incentives for donations made for the support of sport are not fully in place and could provide fiscal relief to sport development in this province.

But resources go beyond fiscal policies. Human resources (coaches, managers, trainers, administrators) are vital pieces in the sport mosaic. We need policies which will produce an environment of growth, a sense of importance and of belonging, in this area. Other resources include commercial sport enterprises, model sport programs, sport medical advice centres, centres of excellence and the myriad of sport facilities scattered throughout the province (including schools, church gymnasia, and private holdings). Sport equipment is another category of resource potential which has received little attention from policy makers. The German Sport Association tests all sport equipment and those items which are rated as satisfactory and safe are permitted to use the association's stamp of approval in return for which a fee is paid to the German Sport Association.

5. Research. The improvement of sport performances, sport facilities, sport equipment, athletic injury rehabilitation depends largely upon a reasoned and rational approach to research. A policy statement which provides a clear set of directives relative to sport research development in our province is clearly important.

Communication

Clarity of message is a first principle in building a communication network. We must know what we want to say and then "code" the message so that it reaches the message receiver in a clearly understood form. Clarity can best be achieved if the receiver(s) understand the reason for the message.

The successful promotion of sport and a sport policy will require well developed publicity and information services. The population should be made aware of the benefits of sport as well as the dangers that participation might produce. Such information should focus upon:

1. The increase in degenerative diseases since World War II many of which are linked to a physically inactive pattern of life.

2. Sport (and other physically active recreational pursuits) as a natural and even necessary corollary to rapid increases in leisure time.

3. The fact that industrial mechanized employment patterns are of necessity isolated, repetitive activities which often lead to a feeling of alienation. When this is coupled to the sense of isolation that frequently accompanies urban life, feelings of belonging and self-identity are adversely affected. Sport participation can help offset this malaise because of its universal, direct and immediate appeal, its non-lingual nature, and its ability to transcend boundaries of education, social class, race and religion.

The Department of Recreation and Parks has already identified an array of involved organizations in the sport delivery system of Alberta. In order to maximize the effectiveness of each of these units consideration must be given to the creation of some type of forum for the exchange of ideas. The future growth of sport will depend largely upon the co-ordination of those units and the securing of their co-operation and collaboration.

A further concern, and unfortunately one which falls well outside the scope of the tasks set out for these papers, is that of co-terminous boundaries for various statutory units. The vast array of boundaries inhibits the development of co-operative and co-ordinated programs as well as facility utilization. The streamlining of the boundary structure could reduce many self-imposed restrictions that exist in Alberta today.

It is critical to the development of sport in Alberta for each of the units or components in the sport delivery system to know what their responsibilities or roles are and to understand the roles or responsibilities of other units. A communication system that will help make clear who is doing what for whom and when is vital in this matter. This need is also exhibited in the next section: organization infrastructure.

Organizational Infrastructure

There exists within Alberta on organizational network that works to the advantage of many Albertans but it has a number of limitations. Both advantages and disadvantages have been established by interview and questionnaire and are set out in a document entitled "Sport in Alberta: Let's Work Together" One weakness in the status quo which was not highlighted in the report is that there does not exist a forum for discussion and debate. In the absence of such a forum, that is to say without a representative body in which those responsible for sport can come together, it is difficult if not impossible to establish genuine co-operation, co-ordination or collaboration necessary to elaborate programs to meet the needs of all concerned. Such a body would facilitate the organization of a genuine system of co-operation. Among its tasks could be the following:

1. to define the aims of a co-ordinating, co-operating, collaboration sport policy designed to meet the needs of Albertans;
2. to decide what steps should be taken to achieve these goals; and
3. to identify, analyse, compare and contrast the development of sport programs in Alberta; to determine trends in sport program to reduce areas of conflict, redundancy and overlap among sport groups.

The ultimate purpose of this forum or council would be to bring about the most favourable conditions for the development of sport and to encourage the participation of Albertans in sport.

Of particular concern to this group would be the examination of the interrelationship of school sport (elementary, secondary, college, technical, and university) with other voluntary sport agencies. The nature of this interface lacks clarity yet it is perhaps as important as any single linkage in the whole system.

An effective sports policy can only be determined and put into operation through co-operation by all agencies, public and private, voluntary and statutory, that are directly or indirectly concerned with sport in Alberta.

Target Populations

Given that the cornerstone policy is that every individual should be provided the opportunity to participate in sport the task will be to identify groups where discrepancies between this goal and the reality exist, to identify those groups who have not been attracted by, or have not had the opportunity of participating in sport.

1. Mass and Elite Sport. Although initially no limitations may be put on the policy that every individual shall have the right to participate in sport, in practice many problems are faced that make it difficult to achieve this goal. Economic constraints restrict the ability to satisfy the pressing demands made by those involved with highly competitive (elite) sport and, at the same time, provide sufficient resources to meet the requirements of the large numbers of unskilled but enthusiastic participants. Are there sound social or political reasons that would justify the support for the elite programs over and above the basic investments from which all levels of society benefit? Can sport programs which aim at the establishment of records or championships be considered to fall within the rights that governments are obliged to secure for the individual citizen? Is it sufficent justification that through elite sport the provincial identity is shaped (i.e., the World Wrestling Championships, the Commonwealth Games, the World University Games and the 1988 Winter Olympic Games)? Can the added costs associated with elite programs be sanctioned on the basis of the value of the role models that emerge (i.e., Ken Read, Graham Smith, Wayne Gretzky, Diane Jones Konihowski)?

   It is commonly believed that there is a close relationship between the broad base of mass participation and the development of elite athletes. This argument no longer holds. The ice hockey program in

Czechoslovakia, which produces some of the finest players in the world, is based on an involvement of fewer than 1500 athletes from the minor leagues to the national team. The People's Republic of China, conversely, had virtually no internationally recognized athletes for two decades but had a sport program for the masses which involved better than fifty percent of their population.

A detailed analysis of this question is beyond the scope of this paper but it is an issue which cannot be ignored. It must be addressed and positions clarified.

2. Special Populations.
   A. Female Participants. It is well recognized that in Alberta children, youth, and young adults constitute the majority of sport participants. But even within these age groups the female representation is smaller than would be expected. Housewives and the elderly female especially are vastly under-represented. It seems clear that women must be given better opportunities for participation.

   B. Elderly Participants. Old people have special needs for maintaining mobility. Most require a reasonable level of mobility in order to maintain active lives and to keep in contact with family and friends. The isolation that threatens many of the elderly in our society can, to some extent, be reduced by providing them with carefully developed and appropriately guided sport programs. The Camrose Games for the Elderly provides one clear model for future development.

C. The Physically and Mentally Handicapped. Within this province the special needs of disadvantaged people are being increasingly recognized. For many, the development of skill in a sport or a physical activity is an invaluable means of acquiring social confidence and a personal sense of fulfillment which their disability might make it difficult for them to discover otherwise. The policy decision that all facilities be planned so as to provide access to the physically disabled was a forward step. What is still needed are programs of instruction for those individuals who plan to work with special populations, encouragement to create special equipment designed for use by handicapped athletes, and integrated programs whenever and wherever it is reasonable to create them.

D. Special Occupation Groups. A number of special occupation groups exist in Alberta who receive little attention with respect to sport programming. These would include shift workers, farmers, and housewives. Until these are recognized as groups with special problems solutions will not be suggested and many will remain among those disenfranchised from sport participation.

E. Individuals with Special Family Obligations. The increase in the number of single parent families has produced a concommitant problem area for those charged with the need to create sport programs that are accessible to all Albertans. The issue has not yet reached a level of significance but it should be addressed.

F. Native and Ethnic Groups. If sport participation is of social and cultural value as well as of value with respect to one's sense of identity these groups perhaps more than any others require special attention.

3. Charter Rights for Athletes. Every effort should be made to ensure that sport never gives use to excessive behaviour nor becomes an instrument of political propaganda, a factor of personal and social alienation, or a means of diverting attention from important economic and social problems. A charter of rights which protects the freedom and dignity of the athlete should be created and, if necessary, legislated. The popular success of sport will, on occasion, turn it into a vehicle for publicity and care must be taken so that commercial publicity is never used to debase the athlete or the ethical values of sport. Sport is both contest and spectacle and in the need for recognition some athletes or coaches will break rules, use drugs, stimulants, anabolic steroids or tranquillizers. A Charter of Rights should address this problem of ethical behavior.

Resources

The term "resources" is very broad and encompasses everything from finances, facilities, and model programs through to sport administrator manuals and the volunteer.

1. The Funding of Sport. Given that voluntary sport plays an important role in the education, physical, social and psychological well-being of many Albertans, the public authorities have a duty to assist voluntary sport in a number of ways (facility development and maintenance, operation of the coaching certification program, etc.). The funding of sport, however, cannot be viewed as the primary responsibility of the public coffers. Other sources must include:

    A. Funds from Lotteries. The underlying rationale in the creation of the Olympic Lottery was to fund the Montreal Olympics and to aid amateur sport. It is fair and just that a percentage of these monies be made available for amateur sport in Alberta.

    B. The Individual Athlete. Voluntary sport is largely financed by the athletes themselves. Self-help programs should be encouraged but costs of participation should not be permitted to become a barrier to participation.

    C. Private Sector Funding. A change in fiscal policy could easily contribute to the development of sport in the province. Full tax relief on grants made to voluntary sport associations would be one clear way of assisting in the funding of sport (consider here the model of the Recreation, Parks and Wildlife Foundation).

D. Funds from Employers. Some firms are beginning to encourage their staff or employees to participate in sport by providing facilities, providing release time for participation, or providing them with a sport club membership. It is conceivable that in the future unions will negotiate sport benefits for their membership. At the present time this type of funding accounts for a small percentage of the cost burden.

2. Facilities. The matter of facility planning, funding, and operating would require a book length effort. Alberta is well-endowed with sport facilities. The problems that are more acute have to do with their utilization. A partial solution would require a policy statement dealing with dual or joint use. The Sports Council of Great Britain defines dual use as

> . . . the long term regular and organized use of facilities, financed by public funds, by the general public (either as members of groups, clubs or individuals) for whom the facility was not primarily intended.

Some of the advantages of the system are:

- economy
- satisfaction of public demand for sport facilities;
- creation of community spirit centered at a school;
- improved facilities for school children;
- opportunities for school leavers to carry on with sport; and
- an opportunity to advance sport leadership

The concept is not in any way new in Alberta but it is far from universally applied.

3. Personnel. The volunteer remains the key resource with respect to Alberta's sport programs. What is required is an extension of the fine training programs for coaches that are in place into the areas of administration, sport meet organization, and public relations.

One step would be to prepare a sport adminstrator's manual which could be made available to this volunteer. A second requirement is "recognition". A program designed to honour those individuals who have made a significant contribution to sport in Alberta should be created. Such a system is not to replace the Alberta Sports Hall of Fame. Admission to that august body is too limited. The recognition should be more in the ratio of one in ten.

4. Model Programs. How are new approaches to sport to be implemented? Whenever changes are planned, wherever new policies are to be put in place special care must be taken in the orchestration of the change so that the new programs have a chance to succeed if they are appropriate or to fail if lthey are faulty. Moreover, the reasons for success or failure should be carefully monitored so that future developments can benefit from the changes tried.

   With decreasing school populations in the inner city areas it is opportune to create a number of model sport programs which could be situated in those schools being closed or reduced in size. These experimental programs could be jointly operated by the school board concerned, the City Parks and Recreation board, the Provincial Recreation and Parks branch and the adjacent colleges or universities. Such programs would permit sport program planning based on expressed community interests, program availability to the inner-city areas which might otherwise by neglected, in-service training for sport leaders, and research. They would serve at the same time as demonstration centres for other interested groups in the province.

5. Sports Medical Advice Centres. Although no policy pertaining to sports medicine currently exists in Alberta many countries have produced such policies which call for the establishment of centres of this type (there are eleven in the Netherlands for example). The tasks of the Sports Medical Advice Centres are:

   A. to organize on a periodic basic thorough medico-sports examinations for athletes;

   B. to deal with injuries (and advise on the course of treatment to be followed);

   C. to generate knowledge in the field of sports medicine;

   D. to co-operate in research undertakings in the field of sport and sport medicine.

Linkages with the Alberta Medical Association, and the Rehabilitation Medicine Association could be created through such centres.

6. Centres of Excellence. If the sport policy that is generated provides for elite sport development then the establishment of centres of excellence should be considered. In Europe such centres tend to be placed in universities or colleges because of the availability of excellent facilities, research resources, sophisticated audio-visual materials, knowledgeable coaches, and housing accommodation. It is possible, through these centres, to provide learning experiences for athletes, coaches, sport organizers and administrators, and sports medicine specialists.

7. Equipment. Apart from policy statements which deal with the pooling or sharing of equipment it is essential to mention the need for scaled down equipment for youngsters who wish to take part in sport

but are limited in their participation by the need to use adult-sized equipment and to play on adult-sized pitches, floors, fields, or ice surfaces. Clearly such policy creation is the responsibility of the individual sport governing bodies. It is necessary, nevertheless, to draw attention to this anomaly in the hope that steps might be taken to alleviate the problem.

Research

At the Council of Europe meeting in Strasbourg, the representatives of both governments and the non-governmental agencies were unanimous in their belief that the development of research programs should be one of the first priorities for European co-operation on sport. While it is true that this was a nation-to-nation meeting and therefore the issues discussed were of primary concern to nations not necessarily provinces or states within nations, nevertheless the need for high quality research programs in Alberta deserves recognition and consideration. The linking together of theory and practice has been frequently given "lip-service" but seldom has it been stressed as a high priority need. The opportunity exists in this province to be a leader in the field of sport-related research but to seize that opportunity will require clear cut policy statements.

Conclusion

Sport, as a part of our society, has attained a level of significance unthought of a few decades ago. Moreover, the likelihood is that this role will expand in the coming years. This assumption is supported by the fact that Canada (and most, if not all, of the provinces) is in a transitional phase between a consumer society and a society that stresses quality of life. This transition opens up new horizons and poses new problems with respect to social policies including policies which focus upon sport and the sport environment.

The aim of such policies must be to create an environment which is conducive to permitting the greatest possible numbers and the broadest possible sections of the population can participate in sport according to individual needs, interests and aptitudes. In working toward this goal the greatest source of conflict will emerge from the question "Who will do what for whom?" In establishing the framework that must inevitably emerge in response to this question initial stress must be placed upon communication among the various voluntary and statutory members who comprise the sport delivery system. A willingness to co-operate, co-ordinate, collaborate must be demonstrated on the part of all actors. Failure at this point will lead to one of two outcomes:

1. the development of a sport delivery environment fraught with feelings of threat, frustration, suspicion, and even hostility; or

2. the legislating of a course of action which will serve as the basis for sport delivery.

In the past the Governments of Alberta have believed it best for the legislative authority to intervene as little as possible in areas such as sport. The autonomy of such agencies have been viewed as socially valuable and viable. But can this "policy" be continued if a co-ordinated and mutually acceptable (from the standpoint of the sport delivery participants) solution cannot be generated?

In the absence of a suitable structure or representative body in which those responsible for sport in Alberta can come together to discuss the above question it may be impossible to establish genuine co-operation, co-ordination with respect to sport. It is probably that only within the confines of a forum of sport delivery "actors" that a coherent sports policy can be defined for Alberta. The challenge is important to all concerned. The fact that it is being accepted in Alberta by all involved bodes well for the future.

In an attempt to generate a policy perspective, and having already recognized the importance of a forum comprised of sport delivery participants in identifying such policy, the following suggestions are placed before the Department of Recreation and Parks for review and discussion.

POLICY STATEMENT #1

As a cultural value, sport is essentially an area of freedom. It is, however, a human environment which is particularly susceptible to manipulation by unethical individuals or by organizations, ideological groups, or political units. Every effort will be made to prevent sport from ever being an excuse for exaggerated or unethical behaviour or as an instrument for political propaganda. To protect the integrity of sport in Alberta and to protect the rights of the sport participant the Department of Recreation and Parks will commission the preparation of and a means to sanction a Charter of Rights for Alberta Sport Participants.

POLICY STATEMENT #2

The Department of Recreation and Parks in recognition of the value of sport as an aid in the development of the social, personal, and physical well-being of Albertans shall take such actions as are necessary to provide a positive environment for the practice of sport. It is felt that the sport environment will be enhanced when:

1. Provision is made for the training of competent and qualified coaches, officials, trainers, sport administrators;

2. Access is made available to existing but under-used facilities;

3. Funds are made for the development of facilities.

POLICY STATEMENT #3

In the full knowledge that sport was born of private initiative the Department of Recreation and Parks shall provide a complementary and supportive role in the development of sport. Public funds, provided through the Department, will be distributed in a fair and equitable manner agreeable to the recipients but with the clear provision that the sport programs of each supported body must make their programs available to all.

POLICY STATEMENT #4

The school environment generally provides the first organized contact that Albertans have with sport. It is desirable that school sport be viewed as a permanent part of the total educative process. Notwithstanding, the Department of Recreation and Parks believes that it is in the best interests of sport development that closer working relations are formulated among and between the voluntary sport governing bodies, the school sport associations, and the Department of Recreation and Parks. Toward this end, the Department will initiate such steps as are necessary and appropriate (within the Department's jurisdiction) to convene joint meetings, the agendas of which shall be directed towards the enhancement of the working relationships among and between these groups.

POLICY STATEMENT #5

Within the sport programs of Alberta certain groups are significantly under-represented. It will be the policy of the Department to clearly identify these groups and to seek jointly with the voluntary sport organizations and related government departments the ways and means of providing better opportunities for sport participation among these groups. Particular attention will be given to female participants, the elderly, the physically and mentally handicapped, special occupation groups, native and ethnic groups and Albertans with special family obligations.

POLICY STATEMENT #6

It is an objective of the Department of Recreation and Parks that the provision and use of facilities for the practice of both school and voluntary sport be integrated to the greatest extent possible. Another objective is the integration of cultural and sport activities with a view to enabling individuals from diverse backgrounds to meet and to share life experiences. To achieve these objectives it will be the Department's policy to meet, on an annual basis, with those agencies, organizations (e.g. Community/School Program Committee), and departments who would be essential promoters in further developing the joint use of sport facilities in the province.

POLICY STATEMENT #7

In recognition of the importance of the volunteer in the provision of sport opportunities it shall be the policy of the Department of Recreation and Parks to annually honour those Albertans who have demonstrated outstanding sport leadership through a Sport/Lifestyle award. This program of awards is not meant to conflict with the Alberta Sport Hall of Fame but rather to officially recognize those individuals who devote energy and time to sport so that others may benefit.

POLICY STATEMENT #8

In recognition of the need for programs for elite sport development the Department of Recreation and Parks will jointly sponsor with the Federal Government and the Universities of Alberta Centres of Sport Excellence.

POLICY STATEMENT #9

In the belief that there is a need for high quality sport-related research programs in Alberta, the Department of Recreation and Parks will jointly sponsor with the universities of the province Sport Research Centres (these will be articulated with Centres of Sport Excellence). Sponsorship will include jointly funded facility development (when and where necessary), capital equipment purchase, current operating budgets, and staffing. Such centres must agree to actively pursue research questions that are raised by the voluntary sport associations and the Department of Recreation and Parks.

POLICY STATEMENT # 10

It is clear that sport programs which are devoted to the preparation of elite athletes (i.e. athletes who compete in national and international championships) can exist without programs which are aimed at the provision of sport participation opportunities for large numbers. Moreover, it is recognized that programs for elite athletes have a high cost associated with them. Further, the Federal Government has assumed the major responsibility for the elite sport program development. Conversely, the provision of programs for elite athletes is a longstanding and publicly valued part of our culture. It shall, therefore, be the policy of the Department to provide funds for the development of both programs in a proportional basis: 25 - 35% for elite athlete programs, 60% for sport program development aimed at large scale sport participation; and 5 - 15% for innovative or new sport program development.

POLICY STATEMENT #11

The active nature of sport participation produces stresses on the body which, in some cases, are injurious. An understanding of the ways in which sport-related injuries occur, particularly those of a chronic nature, as well as methods of prevention and treatment, need to be developed. It will be the policy of the Department to work jointly with the universities, colleges, professional associations in order that Sports Medicine Advice Centres be established in the province.

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APPENDIX A

BACKGROUND, HISTORICAL PERSPECTIVES AND SOCIAL ISSUES

BACKGROUND, HISTORICAL PERSPECTIVES AND SIGNIFICANT ISSUES

I. Societal Changes

The high cost of living is of concern to most people in the world but when inflation is discussed the focus is usually on the upward spiral of economic costs. There is, according to Nevison, another kind of inflation and the costs associated with it are equally staggering. She refers to the psycho-social price that we pay for living in an era of rapid change. In the 1950's it was predicted that one person in twenty would be hospitalized for a mental illness; today that rate is closer to one in eight. Alcoholism has increased in recent years, the family unit has tended to shatter under the stress of today's lifestyles, acts of hostility and aggression are perpetrated with increasing frequency in our Alberta cities and towns, the incidence of crime and delinquency are at record levels. Health care costs, particularly those related to poor nutrition and sedentary lifestyles, absorb significantly larger percentages of the Gross National Product each year. Most startling of all may well be the statistics on suicides. The likelihood of youngsters aged ten to seventeen committing suicide has shown a twelvefold increase in the last few decades.

There is an apparent contradiction with respect to self-inflicted death that requires a brief comment. It is a statistical fact that in the so-called advanced communities and affluent societies, the suicide rates are generally markedly higher than in the poor or less advanced countries. It is as if in those places where life is hard and at times apparently hardly worth living, people hang on to it grimly; whereas in those places where the fundamental conditions of existence should make life considerably more tolerable, more people choose to reject the life which they experience. This observation is founded on fact. The interpretation is open to question. Consider the following.

In societies with high standards of living several fundamental needs of human beings are no longer being met. These societies are highly industrialized and economic preoccupations with profit, productivity, and efficiency predominate. They are societies where many occupations have lost their personal meaning as a consequence of automation. Simone de Beauvoir once wrote that there was no worse way of punishing a man than by forcing him to do things that are deprived of their meaning. We live in a era of radical transition. The old ideas, the old "myths", the old structures that once gave Albertans direction are gone or seriously eroded. Anxiety is rampant. The individual is forced to turn inward and by so doing he becomes obsessed with a problem of identity. "Who am I and what am I doing here?" "I know who I am, but I have no significance; I can't influence change in this world or even change in others!" The next steps are toward apathy, then violent behaviors, then a deep sense of powerlessness. The dilemma is made more acute by the fact that during the periods when the sense of powerlessness is high, people are asked to take on the greater burden of personal and social responsibility. This is particularly for youngsters for whom the gift of freedom bring with it the assumption of almost overwhelming burdens of choice.

How do these matters bear upon sport and social policy? It seems to me essential that planners of future social policy should be prompted in their undertaking by primarily humanistic ideals and ideas so that the Albertan of tomorrow can be provided with a life-setting in which all his potential can be fulfilled and his personal dignity respected. Man must remain the master of the social machine: it should not be a question of adapting man to his environment but rather of creating an environment suited to man. The sport environment has a long history of, and tremendous potential for, providing just such situations.

II. Physiological and Hygienic Changes

Another unexpected consequence of our industrial and post-industrial revolution has been the emergence of a sedentary lifestyle. Although the research findings are not conclusive it is clear from the evidence at hand that a lack of physical exercise is a real threat to man's health.

> The more a muscle works, the more it develops. Activity strengthens it, instead of wearing it out. An organ atrophies when not used. It is a primary datum of observation that physiological and mental functions are improved by work . . . . The physiological and mental progress of the individual depends on his functional activity and on his efforts. We become adapted to the lack of use of our organic and mental systems by degenerating (Carrel, 1967, p. 224).

It is not natural to remain seated the whole day and it is equally unnatural to remain standing, almost motionless, behind a counter or a machine. The body is made for movement. Without it, degeneration occurs. Lack of physical exercise ranks with cancer and infections as a source of illness and death.

III. Leisure Time

Textbooks have been written on leisure. The intent here is only to highlight the historical shift from the period when leisure was not a separate concept but an expression enjoyment through participation in activities that were a part of a total style of life to the current status where leisure is viewed as a distinctive and differentiated part of life. Today the percentage of each day or each week that is labelled "leisure time" has increased and further growth is likely. The three and four day work week is already a reality for some. Understanding the ways in which Albertans plan to use this leisure time is a fundamental challenge because it will be on the basis of this understanding that policies for the future will be created. For some there is a clear need to confront this issue.

> We have, in our society at the present, almost no concept of training people for a life of leisure, we do not know even whether people can accept leisure as a way of life.
>
> We are on the threshold of a time when leisure is at last possible for most people in our society, and we are doing almost nothing to prepare them for this dimension of human life (Fabun, 1967, p. 21).

Within the leisure milieu, sport is valued for the satisfaction and enjoyment it can yield. Anyone can legitimately participate in sports provided that they derive pleasure from the experience, even if they are physically disabled and cannot hope to achieve what might be thought of as a normal level of competence.

APPENDIX B

THE PRINCIPLES OF A POLICY OF SPORT FOR ALL

EUROPEAN SPORT FOR ALL CHARTER

ARTICLE I

Every individual shall have the right to participate in sport.

ARTICLE II

The promotion of sport shall be encouraged as an important factor in human development and appropriate support shall be made available out of public funds.

ARTICLE III

Sport, being an aspect of socio-cultural development, shall be related at local and regional levels to other areas of policy-making and planning such as education, health, social service, town and country planning, conservation, the arts and leisure services.

ARTICLE IV

Each government shall foster permanent and effective co-operation between Public Authorities and Voluntary Organizations and shall encourage the establishment of national machinery for the development and co-ordination of sport for all.

ARTICLE V

Methods shall be sought to safeguard sport and sportsmen from exploitation for political, commercial or financial gain, and from practices that are abusive and debasing, including the unfair use of drugs.

ARTICLE VI

Since the scale of sports participation is dependent, among other things, on the extent, the variety and the accessibility of facilities, shall take account of local and regional requirements, and shall incorporate measures designed to ensure full use of both new and existing provision.

ARTICLE VII

Measures, including legislation where appropriate, shall be introduced to ensure access to open country and water for the purpose of recreation.

ARTICLE VIII

In any programme of sports development, the need for qualified personnel at all levels of administrative and technical management, leadership and coaching shall be recognized.

The Alberta Sport Participation System

Murray F.R. Smith, Ph. D.

This paper deals with a comparison of two models of the sport participation system from the recreational to the elite participant. Reasons why a new consideration of sport participation models should be made are discussed. The paper also discusses suggestions for sport practitioners and educators and deals with some possible implications of the evolving sport participation models.

THE SPORT PARTICIPATION SYSTEM

1. Background and Historical Perspective

Introduction

Sport in Alberta is a product of the unique history of both the province and the country. The major early influences arose, as was the case in so many facets of Canadian life, from the early predominantly British immigration to Alberta and from developments in the United States. The Scottish tradition focused on track and field kinds of events and was exemplified in Caledonian and Highlands games which at least until the mid-point of this century were major annual competitions in most regions of Canada including Alberta. Curling and golf are of course, two other sports which come to us directly from Scottish settlers. A second stream of British influence came from the English games and sports tradition. Soccer, tennis, cricket, shooting and later rugby and competitive aquatics, being among the more conspicuous contributions. From America, baseball, basketball, and volleyball, were readily adopted and became popular. Of course basketball was invented by a Canadian working in the United States, but that is also where the game was developed and refined and in some parts of the country, elevated almost to the status of a religion. Meanwhile, lacrosse, and later ice hockey were noteworthy contributions from within a developing Canada.

Europeans too, brought important influences from their homelands. All forms of skiing, backpacking, mountaineering and gymnastics in the early days, and more recently a renewed and vigorous interest in soccer and a growing following in various forms of cycling. More than that, Europeans introduced a very desirable balance between the traditionally relaxed approach to sport characteristic of the British, and the intense Knute Rockne/Leo Durocher competitive, "nice guys finish last" approach, from America.

Before moving on to more immediate concerns, one more historical note appears worth making. For most of the first half of this century families worked hard, long, hours just to eke out a living. They had not the time, money, energy, nor need, to engage in extensive physical recreation. Even children worked hard doing chores and helping to support the family. (It is not unlikely that many present-day children have no idea what is meant by the word "chore". It has almost passed out of the language.)

There was, in the early 1900's, no real need for recreational activity to stimulate development, maintain fitness, or occupy leisure hours constructively. Sports and physical recreational activities, such as they were, were used to provide relaxing diversion from hard daily work, a pleasant escape, and a chance to socialize. And these activities were, understandably, carried out in a casual, informal manner, that required little if any outside help or organization.

History, particularly through the relentless advance of technology, has changed the Canadian environment as it has the rest of the world, particularly the Western world. Canadians/Albertans no longer work 60 or more hard hours a week to eke out a living. This also means that our personal and social needs have changed gradually but extensively over the last several decades. We still need, as did our parents and grandparents, to relax, escape, and socialize. But superimposed on these continuing needs are new requirements resulting from the effects of labor-saving devices, modern chemistry, the embrace of the welfare-state, and our increasing concentration in cities.

It is inescapable that many of our decision-makers, including elected officials, and other influencial people in our bureaucracies and universities, are still operating on principles that are no longer relevant, while failing to recognize new and increasingly important influences.

So it is that in Canada/Alberta in the 1980's we find ourselves grappling with uncertainty that arises from two major sources. The first is rapid social change, in common with the Western world, and increasingly in the Third world. The second is our own bewildering blend of influences from our earlier history, the irresistable presence of the U.S., and our own emerging nationhood.

This provides us with a rich and stimulating tradition in sport, as in other facets of our lives, but it also contributes to our confusion.

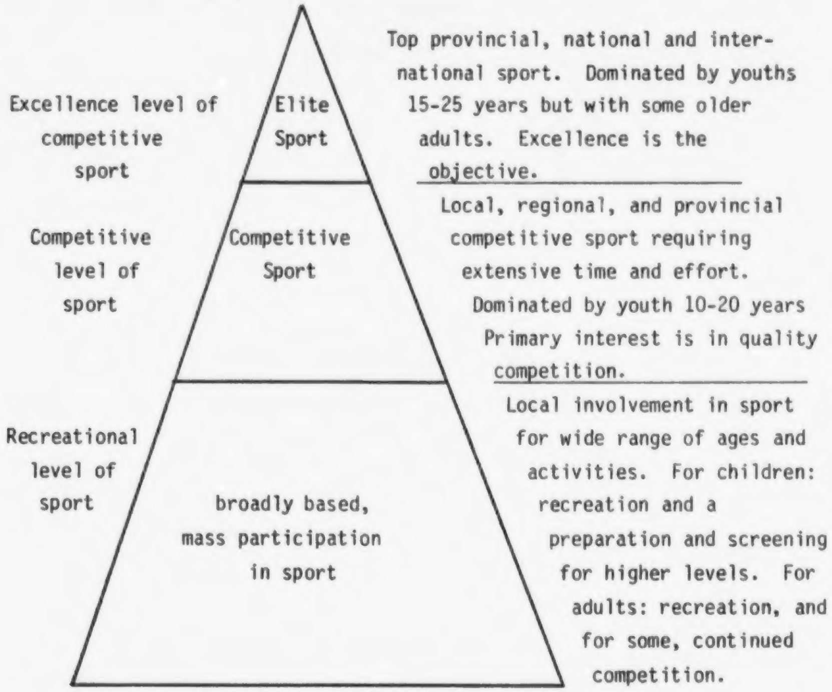
We do not find a widely shared view of what role sport presently fills or should fill. Public perceptions of the role of sport tend to run the gamut from one extreme, that sport should be a relaxed, low-key experince in which competition is downplayed, to the opposite view that it must be highly competitive and a constant battle which only the best survive. Complicating the picture even further is the rising importance of fitness activities, outdoor pursuits, and recreation sports which are clearly set apart from organized competitive sport. How might we fit them together?

The Traditional Pyramid

One way of trying to make sense out of the complex realities of sport has been to use the so-called "pyramid of participation" as a conceptual framework.

Figure 1

The Traditional Pyramid of Participation


Excellence level of competitive sport
Elite Sport
Competitive level of sport
Competitive Sport
Recreational level of sport
broadly based, mass participation in sport

Top provincial, national and international sport. Dominated by youths 15-25 years but with some older adults. Excellence is the objective.

Local, regional, and provincial competitive sport requiring extensive time and effort. Dominated by youth 10-20 years Primary interest is in quality competition.

Local involvement in sport for wide range of ages and activities. For children: recreation and a preparation and screening for higher levels. For adults: recreation, and for some, continued competition.

This traditional pyramid still applies quite well to children in sport, particularly those very few who develop an intense involvement as they get older. They begin with a largely recreational involvement along with masses of other children. Some combination of talent, personal and parental motivation, luck, and opportunity, results in their passing through the various screens into the competitive, and ultimately, up to the rarified atmosphere of excellence. But even applied to children, the pyramid is a questionable representation of the current situation both because of what it implies and what it cannot accommodate.

Today, the boundaries between 1) competitive sports, 2) recreational sports, 3) other physical recreation, and 4) fitness, are blurred if not obliterated in the public mind yet it is important for better financing, planning and promotion, to be able to identify clear and widely understood distinctions and definitions among these concepts. The inappropriateness of the pyramid representation might be summed up as follows:

1. It attempts only to demonstrate one aspect of the relationships between recreation competition sport and higher levels of competitive sport involvement but does not give any indication as to how non-competitive sport, other physical activities, and fitness activities might be related to these.

2. It does not make clear the critical differences between recreational involvement and competitive involvement except to imply that recreational sport is the bottom of the barrel, while excellence, like cream, is only to be found at the top. This tempts us to an unwarranted comparison in which a recreation approach to sport is seen as "second class" and involvement in non-competitive activities is no class at all. There is a further regrettable implication that one of the central objectives of recreational sport must be to serve as a "farm system" to "weed out" the less able from advancing up the ladder. This is unfortunate to say the least.

3. It subtly focuses public attention quite narrowly on the Olympic sports since these are the ones that can be seen to allow for the progression to excellence. More than this, it

builds in a powerful suggestion that sport should only be engaged in under formal conditions. That is, with full equipment, on standard facilities, with qualified officials, and all other requirements being met. This can lead us to the absurd conclusion that volleyball is not a lifetime sport despite the fact that in any park in the summer we can see volleyball games in which people of all ages are participating. The same can be said for many other sports. This narrow definition of sport as highly formal can be seen at work in quite another way. Many recreation boards and town councils have ended up in ludicrous but bitter battles over whether a facility planned for a town of 2000 "meets Olympic standards".

4. The pyramid does not provide adequately for adults, especially those who were not active in sport or other physical activity as children, but become so later in life.

5. All of the above contribute to an unfortunate illusion that serious competitive sport is somehow to be set against or seen as an alternative to recreational sport, to other physical activities, and even to fitness activities.
   In fact, people, engage in these four types of activities for quite different reasons and much can be achieved by clarifying these, identifying important implications, and then following through on those implications when planning, financing, and promoting increased involvement of citizens.

The next section will attempt to begin that task.

2. A Modern Re-Conceptualization of The Traditional Pyramid

The pyramid of participation to represent the various levels of involvement in physical activity was quite useful up to the past couple of decades. But the amount of time and money available for discretionary activity has increased dramatically since the Second World War. Increased free time and money and technological encroachment have been accompanied by substantial increases in self-assumed risks to health, notably, dangerous levels of inactivity and overindulgence in junk food, alcohol and drugs, both legal and illegal. The urgency to slow this trend and to promote more healthful lifestyles is beginning to be widely understood. This growing awareness puts new responsibilities on the institutions and agencies responsible for planning leisure activities. It also requires re-conceptualizing outdated ideas that stand in our way in coming to grips with the new pressing realities.

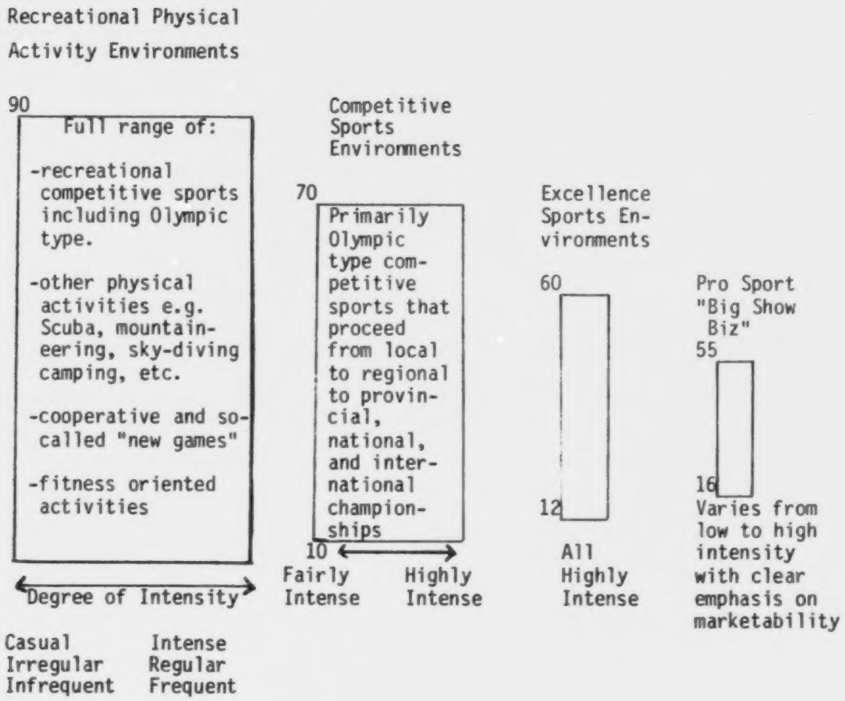
In the first section we considered five reasons why the pyramid is now an inappropriate way to represent public involvement in sport and physical activity. It is easy to criticize and point out weaknesses. What is necessary is a more appropriate conceptualization that will allow us to represent the present state of affairs more effectively and provide a guide useful in planning a better future.

Figure 2 is an alternative to the traditional pyramid. It conceptualizes sports and the range of modern physical activities as different environments which can be usefully classified according to the apparent overriding objectives of the respective participants.

Figure 2

Sports and Physical Activities Environments Classified

By Participant Objectives (adapted from Smith, 1974)


Recreational Physical Activity Environments
90
Full range of:
-recreational competitive sports including Olympic type.
-other physical activities e.g. Scuba, mountaineering, sky-diving camping, etc.
-cooperative and so-called "new games"
-fitness oriented activities
Degree of Intensity
Casual Irregular Infrequent
Intense Regular Frequent
Competitive Sports Environments
70
Primarily Olympic type competitive sports that proceed from local to regional to provincial, national, and international championships
10
Fairly Intense
Highly Intense
Excellence Sports Environments
60
12
All Highly Intense
Pro Sport "Big Show Biz"
55
16
Varies from low to high intensity with clear emphasis on marketability

(Degree of formality, importance of administrative governing structure increases left to right in the environments above.)

Objectives	Objectives	Objectives	Objectives
1. Fun, enjoyment on the participant's own terms	1. In-depth experience in competition.	1. Achievement through approach to personal performance limits and comparing these to others.	1. Athletic performance as a career
2. Other compatible individual motives of a wide range.	2. Other individual motives compatible with competition: achievement; feeling of belonging; satisfaction; power, status; etc.	2. As in #2 at left.	2. As in #2 at left.

(A simpler version appeared in Murray Smith, "A preliminary case for classifying environments by participant objectives", *Journal of The Canadian Association for Health Physical Education and Recreation*, 40, 6, 1974.)

Overriding Participant Objectives

Recreational physical activity environments. This is a huge category involving both sexes, a wide range and many times more participants and activities than the other three combined. The common factors that allow these to be grouped together are that they are all leisure-time pursuits that involve so-called large muscle activity, and participants want to maintain a high degree of personal control over the conditions of their involvement. That is they want to take part on primarily their own terms without any unacceptable pressure or direction from others. Perhaps the best way to describe the crucial common feature of all these activities is to say that a spirit of play is essential. Enjoyment, and satisfaction are major motives and like beauty, are in the eye of the participant. What one person finds highly satisfying and motivating, others find boring and even punishing. Note that there is considerable latitude in recreational activity for different degrees of intensity of involvement. For example, in an office curling league some teams are primarily there for a good time while others are quite intent on winning every game. Team members often change teams to line up with others of like mind and organizers may even have to tone down highly competitive teams who try to force a particular league too far in that direction. Peace may not be restored until some teams move over into a league where competition overrides purely recreational objectives.

This category also includes the many physical activities that are almost always engaged in for the sheer fun of it: hunting, fishing, all forms of small boating, mountain-climbing, cross-country skiing, water skiing, frisbee, horse shoes, kite-flying, sky-diving, scuba diving, golf, tennis, and so on. Of course, there are some tournaments and formal competitions, in many of these sports, while in others, like tennis, and golf, even friendly matches involve keeping score. But the important basis of participation for the overwhelming majority is fun, not serious competition. It seems quite reasonable to assume that 99% of the involvement in all of the activities listed above is for fun and has nothing whatsoever to do with serious competition.

The so-called cooperative games or new games, designed so that participation usually requires little or no high quality specific skills, also fit into this category. The important additional feature of these games is that they are intentionally designed to rule out serious competition and thus to rule in, play, cooperation, and fun.

Besides the new games, fitness activities, are included in the recreational environment. This increasingly important aspect of physical activity belongs here because both the selection of types of activities and the intensity with which they are pursued are on the participant's own terms. Many sports-fitness activities such as tennis, and racquetball, are seen to build in fun, the excitement of friendly, or not so friendly, competition, and a good deal of personal satisfaction. But in addition, the necessary characteristics of fitness activities must be present. These include, as a bare minimum: 1) three or four sessions per week, 2) activity vigorous enough to elevate the heart rate an additional 50% to 100% or more, depending on the state of health of the individual (less for post-cardiac patients, the very elderly, and those of any age with a range of conditions which would make this too risky), and 3) maintain the elevated rate intermittently over a twenty-minute period. Whenever these conditions are met or surpassed, the physical activity can be described accurately as a fitness activity, in addition to whatever else it might be.

Thus, some tennis players might object to describing the game as a fitness activity. Be that as it may, but if the three conditions above are present, it will contribute to fitness whether or not that benefit is intentionally sought in choosing to engage in it. But most people active in running, weight training, fitness exercise classes, or more recently aerobic dancing, are deliberately seeking to offset the hazards of a sedentary lifestyle and the effects of, or temptations to, overindulge, as well as the fun, relaxation, escape, and possible social benefits. In fact, the sense of well-being and satisfaction that many people experience following regular, vigorous activity, is now known to be so powerful that it can take on all of the essential characteristics of an addiction process.

I believe that further support for the inclusion of fitness activities in the recreational environment comes from the fact that, like other recreational experiences, the overwhelming majority of it is carried out informally, alone or with a few friends, and it requires no formal support structure such as a club, association, or governing organization. However, some people seek to formalize things important to them, and, for example, organize jogging clubs, mass runs, distance road races, and even marathons. Of course, serious distance and marathon runners are clearly in the competitive or excellence environments to be discussed in the next sections.

But the percentage of fitness activities carried out by Canadians/Albertans in formal circumstances of any kind is extremely small. Note that the growing numbers of people who work out in commerical health spa facilities would, by this definition, be doing so formally provided they were working out under supervision, or in a regular classes conducted by another person. If they were merely using the facilities because of the convenience, directing their own activity with some infrequent advice from others, the situation would then be defined as informal. Formal opportunities for fitness do add a highly desirable extra dimension of variety to entice those who need more structure in what they do. It is also likely that the existence of fitness-oriented businesses, clubs, and associations play an important role in public relations and in encouraging inactive people to become involved.

Competitive sports environment. This category contains the familiar organized competitive sports. Those hundreds of leagues organized at the community, city, regional, and provincial levels and run, despite some difficulties, with a high degree of efficiency by an army of volunteers. Hockey, fastball, basketball, volleyball, team handball, soccer, and football are among the team sports. Included also are, track and field, wrestling, gymnastics, swimming, and a host of other sports. By definition, the sports included in this environment exist in formally structured competitive leagues and administration is carried out by a hierarchy of club, league or association executives, and provincial, and national governing bodies. The focus is clearly an in-depth experience in competition and for that reason the sport cannot be conducted on the participant's terms. But the conditions of participation must be designed with appropriate attention to the total needs of the youth or adults involved. Thus, while practice, training, and competition require a substantial personal commitment, it cannot be so extensive that educational, or employment, responsibilities and some reasonable social and family life are seriously disrupted.

The category includes both sexes and a wide age range. There will also be a wide range of general level of intensity. Notably, competitive environments for the youngest age groups (beginning at about 10 years), will be significantly less intense and demanding than those for 14 years, which will in turn be less intense than those for older groups.

We should not expect that it will be easy to judge how much commitment and intensity of activity is appropriate in any given team or league. An element of trial and error, a willingness to adjust and modify conditions in the light of experience is essential. The critical factors in deciding how and what to increase, decrease or otherwise modify, must be based on sound human developmental principles, not the zealous tunnel-vision of highly enthusiastic, well-meaning but ill-informed individuals.

The appropriate minimum age to begin fairly intense competition will vary greatly with the sport, the geographical locale, and the individual athletes. It would be foolish to try to set hard and fast rules for general application. This must be done over time in each sport with input from appropriately qualified people. It will take considerable time and effort. Significant progress is already underway in a number of sports.

A glimpse of the variations between sexes and among sports can be seen in looking at the average age of national calibre athletes and then working back from there to some reasonable age to begin fairly intense competition.

To enter and remain in a competitive environment involves several important requirements of each athlete. Inevitably the degree to which these are met varies greatly among any group of athletes but some appropriate minimum must be met and maintained with respect to: 1) the present ability of the athlete to contend with the prevailing standard of play or performance, 2) sustaining a personal commitment to meet the necessary and appropriate responsibilities, and 3) a personal desire to be involved, aside from whatever parental desires exist. As a result, athletes who are quite serious about competition will not be let down, while those who want to be involved primarily for other reasons, such as a sense of belonging and pure fun, will know what price they have to pay, and keep paying, if they want to stay involved at their particular level.

Before leaving the description of this environment it will be useful to discuss some implications of the relationship and influence of spectators in competitive sports. Amateur sport is essentially for the participants, both athletes and organizers. Relatively small members of people, particularly family and friends attend as spectators. Despite the fact that parents are often heard to praise the entertainment value of minor sport, almost none of them ever attend regularly except when one of their children is involved.

There is, however, an important group of exceptions to the rule. In some small, or tightly knit communities, as well as in high schools, universities, and other post-secondary institutions, sport is often the focal point that brings the members together with a clear sense of identity with each other. At The University of Alberta, for example, there is no occasion, other than a Golden Bear or Panda game, when more than 2000 of the 18000 students gather in one place at one time. Even at examination time only several hundred write in the same place. The next biggest gathering would likely be the annual spring dance, Bar None, sponsored by Agriculture students and which might attract as many as 2000. Hockey and basketball frequently attract 2500, and football may result in crowds of 6000 to 8000, several times in one season.

It is little wonder that school and college games take on an air of celebration. Citizens, and students often feel a great sense of pride in their town or school. There are very few occasions when these warm feelings of pride and belonging can be expressed. Especially in the case of students, it is not surprising that the expression of these feelings as part of a crowd of fellow students often unleases a flood of excitement in what can best be described as an emotional binge. Nor is it surprising that the binge is not restricted to emotion. School authorities in these situations commonly express despair that the student body seems only casually interested in the event at hand. These leagues often have to change the times and places of regular competition in order to minimize the party/festival atmosphere and conditions that tend to promote wild, irrational behavior. It is difficult for athletes, coaches, and administrators to accept the idea that the performance of their teams or athletes may be incidental to the crowds of people attending. While there are spectators, including family and close friends of those involved, who follow the competition closely, they are almost certainly in the minority. The general atmosphere of excitement and identification with each other and the team provides the real reason for attending.

Excellence sports environment. This is a logical extension of the competitive level. It will often blend in so that no clear distinction can be made at the boundary. But clear distinctions are obvious between the middle of the competitive stage and even the early stage of excellence. These related to length and intensity of practice, extent and nature of regular competition, and geographical area over which championships extend.

Not surprisingly, conditions for entering and remaining in this environment are more stringent than those for the competitive environment identified in the section above. These may be described as follows: 1) the demonstrated ability of the athlete to compete respectably at the national level. Specifying what that standard is must be left open for resolution by an intelligent mix of appropriately qualified individuals for each sport, 2) sustaining a personal commitment commensurate with the demands of the sport, and 3) a strong personal desire to pursue excellence.

In practice, high quality teams in all sports will usually be made up of a mix of competitive, and excellence athletes. This is not only desirable from a practical point of view but can be a means of establishing and maintaining realistic and sensible attitudes among all concerned. Perhaps no greater harm has been done to the development of excellence in sport than to create unrealistic expectations in the minds of athletes that everyone should want to be champion and that effort alone can make it happen. Certainly, excellence cannot be achieved without extended effort, but as top performances improve, it becomes more critical that the required inherited qualities are present, along with the positive effects of top coaching and conditioning. A healthy mix of competitive and excellence athletes allows for the discovery of late bloomers as well as providing protection against investing too much in unwisely selected athletes.

It is clear that present levels of world performance are such that in order to approach the limits of personal abilities, athletes, even gifted ones, must be prepared to at least interrupt the pace of development of other facets of their lives related to education, career, and marriage. It is encouraging to note that increasing numbers of world class Canadian athletes have done just that over the past two decades. In many such cases they have very successfully resumed interrupted careers, or taken up new ones, enriched by the satisfaction and personal growth of the hiatus from "real life". Of course, there have been failures too. But there are many reasons for failure in life besides an inability to recover from an intense experience in sport.

Before leaving this discussion of the excellence environment some comment should be made about spectators. Aside from the understandable interest of family and friends at all levels of sport, it is logical that as the quality of performance improves, numbers of otherwise uninvolved people will become attracted to events as spectators. But the logic fails as we witness the chronic inability of amateur sport (aside from schools and colleges which often have their own problems) to attract spectators. It seems reasonable then to ask if the absence of a basis for identifying with the athletes may be a more likely cause. The attraction of the quality of performance on its own appears to be too weak. The chronic complaint that the reason for poor attendance is lack of media attention loses credibility when we observe the results of the massive publicity for events such as the Edmonton Journal's indoor track meets of recent years. The hundreds of thousands of dollars worth of newspaper stories and ads are supported by similar attention from radio and T.V., but to no avail. The same thing happens in other parts of Canada and U.S. Only when provincial identity is high, as in the Canada Games, or when national identity is featured, such as in Commonwealth or Olympic Games, are these competitions successful in attracting spectators. Supporting this line of argument is the wide success of international team matches in many countries. For example, the Canada Cup series involving Canadian and top European teams where national pride is at stake. Of course, another missing ingredient may well be a lack of continuity to generate ongoing interest such as happens in regular competition in league play.

It is likely that another reason for the failure of top amateur sport to attract spectators relates to the fact that fair technical knowledge of the sport, and reasonable awareness of current international standards is almost a prerequisite for interest and enjoyment. On the other hand, one has to know very little about hockey to become excited about a Russian-Canadian game.

Pro-sport environment. This is included in the figure to acknowledge its existence as an extremely powerful influence in modern Canadian life. It has an integrity and purpose of its own as a legitimate part of show business. Like live theatre, movies, and stage shows, the object is to operate a successful business, or tax shelter, by selling entertainment. It is unfortunate that there is a tradition of animosity between people in amateur and professional sport as though they were in some way unfairly matched rivals. I do not believe this should be the case. Amateur sport is for the participants, both athletes and organizers. Pro-sport is for the spectators as consumers. It makes as much sense for amateur theatre people to identify professional theatre, movies, and televised drama as adversaries.

But, notwithstanding, a surprising number of recreation and amateur sports people are anti-professional sport. When one examines the basis for this attitude several commmon factors emerge.

First, the questionable idea that there is in fact a dichotomy between being a spectator and being a participant. If one is a spectator one cannot be active, or is less likely to be active. This idea has never been investigated. There may have been some truth to it when people worked ten or more hours a day and had little time or money for discretionary use. But today there is just as much reason to adopt the belief that regular attenders at professional games in Alberta are, as a group, more active than the general population.

Second, there has always been understandable concern about the example for youth provided by professional athletes. Here is a case where I believe professional workers in recreation and amateur sports have focused and effectively guided the pressure of public opinion, which professional sport has responded to. They have indeed "cleaned up their act", to a point where, for example, in hockey, brawls, fights, and other rough play, appear much less frequently. On the other hand the sportsmanlike play of entire teams and an increasing number of truly admirable athletes appear to go unrecognized. Like demanding parents, we seem unable to recognize the substantial changes that have been made over the past decade, and unable or unwilling to give credit to those athletes whose standards of behavior are consistently above reproach.

Third, perhaps less frequently we hear professional sport downgraded or attacked because of a more general kind of negative influence on young people. The objections rest on moral grounds. The athletes are portrayed as selfish, irresponsible, greedy, emotionally immature and unworthy models. (These equalities, of course, exist, but are in no way exclusive to professional athletes.) While there is some element of truth in this, we are increasingly witnessing a great deal of mature, unselfish behavior by a substantial group of Alberta and other professionals. Besides lending their names and energy to worthy causes, they have created special funds, and contributed substantial amounts of money, including large bonuses attached to various all-star type awards, to charities. It seems to me it would be worthwhile re-assessing the stereotyped image of the professional athlete in the light of real patterns of common current behavior to determine whether the deviant individual is in fact typical. In this same vein we might well weigh an accurate assessment of the bad effects of public attention to professional sport against the bad effects of many modern movies and television shows that condone and even appear to legitimize albeit in a humorous context, a wide range of immoral, destructive, and otherwise anti-social behavior. Personally, I am quite convinced that the "Dukes of Hazzard", and "Soap", are greater sources of danger to youth than the N.H.L. has ever been. But I hasten to emphasize that this does not mean that brawling or other emotionally immature behavior on the part of professional athletes can be justified. The point is that professional workers in our field need to establish and maintain perspective of the total social influences on youth and not to center on professional sport, and what is worse, on the minority of athletes who are unquestionably, poor models.

3. Some Strengths and Weaknesses Within the Present System

What was offered in the last section was a framework for viewing our existing sports participation system in a way that might facilitate our efforts to improve and develop that system. It did not offer any new conceptions but rather provided a way to conceptualize or explain what already exists. Most important, it suggested ways of clarifying distinctions between the various components of the system by using the stated or clearly implied overriding objectives of the majority of participants in each environment as the principal means of differentiating among them.

The ideas are genuinely offered as a starting point. Many of them can be improved on or replaced by more effective suggestions. But we do need to get on with the job because the rate of change in our field is rapidly rendering our available explanations obsolete or inadequate.

No further discussion of pro-sport will be included. The previous section was considered necessary to provide an important perspective.

Excellence and Competitive Environments

These will be discussed together since they have a great deal in common. The present situation in Canada in both environments is generally very positive. Development has been stimulated by many factors, including the staging of the Pan American Games, the Olympics, the Commonwealth Games, the growth of the Canada Games and provincial spin-offs, the combined influence of professional sport generally, the impact of televised sport in particular, and the influence of a growing body of professional workers in recreation and sports.

Modern industrialized countries, including Canada, have found it difficult to avoid recognizing the importance of competitive sport as a focus of positive attention for youth, an attractive vehicle for exemplifying excellence in general, and a means of enhancing national pride.

Tremendous strides have been taken in the past decade with a key role having been played by judicious contributions from all three levels of government. There is still much to be done but we are well on the way.

One of the pressing, immediate problems, for these aspects of the system is a tendency for tunnel-vision which both interferes with developing a positive perspective of the total system, and generates considerable unnecessary backlash from the recreational environment, the public at large, and at times the media.

Perhaps the most glaring weakness is the domination of these environments by middle and upper class youth. The children of the poor, our own native groups, and immigrants are not represented anywhere near the proportion they are found in the population.

The Recreation Physical Activity Environment

There is much to be pleased about here. Never have Canadians/Albertans been more active in a wider variety of healthful, enjoyable activities.

My opinion is that the major difficulties are attitudinal. Even a generation ago, the need for clear distinctions between the nature and type of activities was much less pressing. National champions in many sports regularly emerged from local clubs which were often essentially recreationally oriented. So it is not surprising that rapidly changing social conditions have overtaken our ability to explain them.

In the same way that Participaction raised public awareness about the nature and value of fitness, we need a broader general understanding of the differences among the various components of physical recreation: sports, other physical activities including the growing list of outdoor pursuits, the so-called new games or cooperative games, and fitness. Further efforts are needed to increase awareness and understanding of the simple ways in which specific fitness benefits may be either built in any activity or attained through specific fitness-type activity designed for that purpose.

Just as there is a tunnel-vision problem with some competitive/excellence people, volunteer and professional worker alike, the same is true in the recreational environment. Many citizens perceive their involvement in active recreation threatened by competitive interests. Professional workers in recreation and physical education often express similar fears. If we accept the important distinctions, or some alternate means of clarifying the separate legitimacies, of the various activity (sports) environments outlined in the last section, we may be able to replace these fears with the confidence that there is a need for each one in its own right. Each environment, and each component within the four activity environments, serves a valuable and unique purpose. They need not be in competition with each other. Professional workers must agree on a more appropriate set of shared definitions with respect to physical activity and sport. We cannot expect volunteer workers or the public to do it for us.

The Need for Increased Involvement and New Approaches to Leadership

The 1976 Survey of Recreational Activities of Canadians (Cultural Statistics: Recreational Activities, the Minister of Industry, Trade and Commerce, Ottawa, 1978) reported that 50% of our people over 14 years were active in at least one activity. Apparently half our population of youths and adults remain inactive and a further 20% or so are active only to a fairly minimal degree.

Furthermore, the pattern of involvement in recreation and competitive sport that has emerged in Canada since the Second World War, has loaded the dice against immigrants, our own poor, and native groups. A commendable reliance on volunteers and the initiatives of local citizens has provided marvelous opportunities for children from neighborhoods characterized by stable, intact, families of established Canadians. In areas where numbers of immigrants have been introduced over time, the children have been able to capitalize on the existing system and established leadership. But among the poor, including natives, and in areas of immigrant concentration, necessary adult leadership, not to mention needed personal financial resources are simply not forthcoming. The rich get richer, and the poor get poorer.

4. Future Trends and The Sport Participation System

Suffice it to say that we are aware that the economic future appears bright for Albertans.

The coming decade will see further rapid immigration, increased high density living and a continuation of the trend to disrupted family life, higher general levels of education, and larger numbers of both the elderly, and independent single women. These influences will rapidly converge to produce new pressures on the activity delivery system and increasing disruptions to social life generally. Higher levels of education have been clearly shown to result in wider interest in, and greater commitment to, physical recreation and particularly outdoor pursuits.

Immigration, particularly from countries sharply differing in cultural, environmental, and economic conditions, poses interesting challenges. Recent experience in Ontario, the U.S., and the U.K. alert us to the importance of providing means to not only re-socialize immigrants, that is help them in the transition to their new life, but prepare current residents to accept them. Otherwise, hostilities and bitterness develop that make for a disturbing transition and are difficult to overcome. If we do not operate from a set of shared definitions regarding recreation and sport we can only expect to contribute to the confusion of the new arrivals.

Provisions for handicapped participants have improved dramatically over the past decade. More remains to be done but if the present trend continues the future is encouraging.

Coming over the horizon in growing numbers are the retired people, many of whom enjoy excellent health, are financially secure, and looking for things to do.

Aside from these needs, there is an increasing interest in self-challenging pursuits such as wilderness outtripping, hang glider flying, mountain-climbing, and so on. As discussed earlier, the same is true with respect to growing involvement in cooperative games which are vigorous, fun, but non-competitive.

What it adds up to is a need for appropriate community and government support for a wider range of physical activities and a need to look to the preparation of new kinds of volunteer and professional leadership, lest we further magnify the situation in which established middle and upper class Canadians fare well while our poor, natives, and immigrants, fall into a state of increased helplessness.

5. Some Suggestions For the Future

Suggestions bearing on the participation system will flow from many of the other papers in this project. There will be considerable overlap with the ideas offered below:

1. Dialogue among professional and volunteer workers to clarify concepts within the field and to begin to operate from a set of reasonably clearly set out definitions. This to occur in the widest possible range of formal and informal settings.
2. Efforts to clarify and provide a sensible rationale for the range of different components within the activity environments are necessary. In order to combat the tunnel-vision problems, we need clear statements about the legitimacy of each type of activity. These statements need wide distribution in the various publications, promotional materials, and instructional materials, and within workshops and in-service training sessions.
3. A well conceived plan to promote and publicize increased involvement in the recreational environments in particular, but also in the other two.
4. Efforts to develop and implement new leadership patterns to facilitate the increased involvement of the poor, native groups, girls and women, the disabled, and immigrants.
5. Architects and planners at all levels need extensive attention to the very real dangers associated with lack of adequate amounts and appropiate types of spaces, and facilities for both safe free play and active recreation and a range of organized physical activities and sports in high density neighborhoods. More adequate provision

for access to all parts of particular buildings, developments, and areas of our towns and cities by the handicapped is essential.

6. Continued efforts are required to see that builders and planners are much better informed and that regulations, by-laws, and legislation are enacted to reflect these important concerns particularly with respect to high density developments.
7. General awareness of the public must be raised regarding the increasing importance of physical activity as an enjoyable necessity in the 1980's. The persisting idea that play and activity are child-like and trivial must be gradually replaced by an understanding that they have become a necessary antidote to the inactivity and over-indulgence of our affluence.

6. Some Implications of These Suggestions

1. Adequate provisions must be made to modify undergraduate and graduate courses in our colleges and universities to accommodate a modern re-conceptualization of sports and activity environments and the practical implications of that shift.

2. There is a serious responsibility for the total field of recreation and sport to re-assess traditional attitudes and to take all possible steps to reduce dysfunctional parochialism, animosity and suspicion so that the widest range of public interests is better served. Large proportions of professional workers have already achieved this shift but considerable conflict still needs resolution.

3. The schools may be the key element in several of the difficult areas. Through schools we have the best possible approach to providing high quality leadership and improved opportunities for youth of the disadvantaged groups. Through schools, the chronic lack of leadership from responsible adult volunteers might be circumvented. Moreover, the relatively elaborate facilities are publicly owned and largely available for community use at hours when needed most.

4. It seems urgent to investigate ways to capitalize to a wider degree on the leadership potential of teen-aged youth. A good start has been made in a number of areas but the approach deserves much broader development. For example, the approach to training and developing the leadership potential of these young people taken in the Red Cross Water Safety program is worth consideration at

the community level. This would not only multiply present efforts but provide a highly visible body of worthy models for younger children. This is particularly important with disadvantaged groups. Because of the need for community-based training programs, the schools again offer an attractive pool of professional workers with the kind of skills necessary.

5. It would be worthwhile to begin a careful search for approaches acceptable to the professional bodies of architects and planners to establish a means to provide ready access to information and to ways of stimulating new ideas for accommodating the free play, recreational, and sports activities of all citizens into high density project designs. High density here refers to industry, business, institutions including government and educational, and residential.

6. The field needs to exert more consistent and thoughtful efforts to improving understandings of existing political structures and processes, and to the development of skills required to use the system to achieve recognized professional goals.

7. Some Preliminary Suggestions for Research

This paper is one small part of the early stage of a comprehensive review of the sport participation system in Alberta. As this review proceeds to later stages many unexpected ideas that deserve to be researched will develop. The following items are a start in that process.

1. Carefully designed research projects to identify patterns of personal motives for present participation in all activity environments. Who does what for which reasons and what important influences and relationships can be discovered among the variables?
2. A range of projects to identify factors and develop specific approaches to increasing involvement in the recreational activity areas specifically. The general approach of Participaction may provide the best guide. Competitive sport and excellence require attention but they have relatively stable and effective organizational structures and an effective mix of competent volunteers and professionals. Specific suggestions will arise from the special interest groups of those environments.
3. Selected pilot projects to explore alternatives in developing new roles for professionals in underpriviliged neighborhoods particularly developing leadership skills in the youth. These projects might best be cooperatively designed and carried out with involvement of individuals from appropriate levels of government, school boards, and post-secondary institutions. Town and city councils, and school boards may be motivated by an opportunity to take positive action to assist neighborhoods with clear problems in vandalism, discipline, and other increasing delinquent behaviors. There should be provision for longitudinal follow-up.

4. Research to add to the growing but still limited literature on the nature and role of play experiences in the total development of the child. Every traditional culture built in conditions that provided children with the absolutely essential play experiences necessary as precursors for successful adult life in their own culture. Industrialization has disrupted or destroyed these cultural conditions wherever it has occurred. No substantial efforts have been made to study ways to build suitable conditions into modern, urban, highly industrialized, and densely populated, towns and cities. A wide range of questions need attention under this heading.
5. A project(s) to bring architects/planners together with recreation/sports people to map out approaches to exchanging ideas regarding the broad implications of planning to incorporate play and activity areas and facilities in buildings and neighborhoods. This should lead to specific experimental project or neighborhood designs that might test ideas. It should also lead to the creation of standard reference specifications in the form of easily revised manuals, pamphlets, and handbooks to be used in both conceptualizing and detailing specific construction projects.
6. Projects should be designed to research ways of organizing clubs which clearly differentiate among the recreational, competitive, and excellence environments but embrace all of them in the way which this has been done so effectively in some European countries. Pilot projects are needed to test and refine ideas.

ALBERTANS' PARTICIPATION IN SPORTS

Art Dyer

This paper deals with a historical analysis of Albertans' participation in a variety of sport activities and for differing age groups of the population. The paper also discusses patterns of participation during a person's life cycle, and influences such as residence, size of family, education, occupation, and income levels. Some mention of the total sales of recreation equipment in Canada, over a ten year period, is also made.

ALBERTAN'S PARTICIPATION IN SPORTS

Section 1: Introduction

This paper suffers from a serious lack of data on participation in sports as defined in the "Information Package on the Sports Policy Study and the Sports Issue Papers". There is enough data, when supplemented by the findings of other papers, to give an historical sketch of Albertans' interest in sports activities and some information can be produced to show major demographic patterns which influence participation. Participation surveys which have Alberta data have been conducted by the Federal Government in 1969, 1972 and 1976. As well, Alberta Recreation and Parks conducted a household survey in 1979-80. Despite methodological differences, some comparisons can be made for a small number of specific sports. The limitations on the interpretation of these data are included in Section 2. These historical data can be supplemented by various trade figures. In some cases, these figures are aggregated on an "all sports" basis which violates the working definition of sports and in other cases these figures are for individual sports alone. Obviously, the trade figures do not tell us whether the sports equipment sold was ever used or if it was used by amateurs only. All trade figures are for Canada, not for Alberta. Other limitations are given in Section 2. These data, however, can serve as useful indicators of the progress of sport participation by Albertans.

Participation rates can be viewed as an end product of the Sport Delivery System. Participation is one goal of the planning, funding and provision of facilities and services and the promotion of sport by the three levels of government, the sports associations and by sports enthusiasts. The implicit assumption is that as many

Albertans as possible should participate in as many sports as possible for as large a part of their lives as possible (subject to the constraint that this participation produces personal satisfaction for participants). Other goals include such things as improving skill levels, encouraging elite-level athletes and so on but the maintenance of a "strong" degree of public involvement in sports is taken as a basic necessary condition for achieving these other goals. To the extent that data are available, Section 3 of this paper will examine the demographic differences between participants and non-participants. The general model of analysis will follow. The Council of Europe's paper: "Rationalizing Sports Policies: Sport in its Social Context - International Comparisons." Section 4 will summarize the trends from Section 2 and the conditions affecting participation from Section 3. It will also elaborate the issues relating to sport participation and discuss policy implications.

Section 2: Historical Participation Rates

Four surveys which can be used to estimate participation in a variety of recreational activities are reported here. First is the "Canadian Government Travel Bureau, Vacation Trends and Recreation Patterns, 1969" survey (interview format, sampling unit was individual Canadians, 18 years and over); second is the March, 1972 supplement to the Labor Force Survey (interview format; sampling unit was individuals 14 years and older); third is the 1976 supplement to the Labor Force Survey, the "Survey of Fitness, Physical Recreation and Sport" (drop-off and pick-up self-administered form, sampling unit was individuals 14 years and older) and fourth is the 1979 Public Opinion Survey on Outdoor Recreation", Alberta Recreation and Parks (mail questionnaire form, sampling unit was households although population estimates can be derived).

Since age is reported as a most significant variable in explaining participation in recreation generally and sports particularly, it is necessary to attempt to base the results of these four surveys on the same age ranges. Given that a drop-off in sport participation rates has been noted after people leave high school, it is necessary to move the base estimate to the oldest age range (i.e. the 18 years and older population).

The number of activities is limited to those studied in at least two of the surveys.

The 1969 and 1972 surveys used identical questions "As I read a list of outdoor activities would you tell me approximately how many times, if at all, you have done each within the past year?". The 1976 survey used this instruction "Please indicate whether or not you have participated in any of the following sport or physical recreation activities WITHIN THE LAST 12 MONTHS". The instruction was followed by a yes-no checklist for the following activities. Swimming, Ice Hockey, Golf, Ice Skating, Tennis, Alpine/Downhill Skiing, Cross-Country Skiing and Curling. Two spaces were provided for other activities to be written in by the respondent and a list of other activities was included in the survey documents. However, only the nine activities listed can be used in a reliable manner. The 1979 Public Opinion survey on Outdoor Recreation listed 32 recreation activities and asked the two-part question "On how many days did anyone from your household participate in each of the following activities during the past 12 months? In the last column, please indicate the number of people from your household who usually participated in that activity". Catagories were provided for the "number of days" part and a line was provided for the "number of people" part. Some problems were encountered with team sports - a few respondents gave team sizes rather than the number of participants from the household. These cases were excluded from further analysis.

The 1972 and 1976 survey figures were modified in the following manner: it was assumed that people from 14 years of age through 17 years of age did not participate in any activities at all. Using the Census age-specific population interpolations for 1972 and the age-specific 1976 Census figures for 1976, the number of participants 14 years and older in 1972 and 1976 were calculated from the surveys' rates. This number for each activity was then assumed to be the number of participants 18 years and older and was translated back into a participation rate by dividing by the number of people 18 years and older from the Census sources for each year. This procedure artifically inflates the 1972 and 1976 participation rates.

The 1979 Public Opinion Survey on Outdoor Recreation also presents some problems in generating participation rates for a specific subgroup and as those people 18 years of age and older. If one assumes that individuals living in single-person households participate at the same rate (neither higher nor lower) than people who live in multiple-person households, there are no statistical problems in estimating participation rates. However, arguments for higher and lower participation rates can be marshalled both at a general level for all activities or for specific sub groups or single activities. Some of these issues will be dealt with in Section 3. Participation rates for 1979 will be presented for Albertans 18 years of age and older (under the assumption above) as well as for all Albertans of all ages. Table 1 shows the 1969, 1972, 1976 and 1979 participation rates for selected activities.

Activity	1969	1972	1976	1979	
				ALL	+18
Swimming	.38 ± .08	.30 ± .02	.36 ± .02	.53 ± .02	.52 ± .06
Waterskiing	.12 ± .06	.10 ± .01	NA	.19 ± .02	.16 ± .04
Downhill/Alpine Skiing	.08 ± .05	.12 ± 01	.13 ± .01	.17 ± .02	.24 ± .05
Cross-Country Skiing	NA	NA	.07 ± .01	.15 ± .01	.20 ± .05
Golf	.16 ± .06	.16 ± .01	.14 ± .01	.13 ± .01	.21 ± .05
Bicycling	.20 ± .07	.16 ± .01	NA	.33 ± .02	.20 ± .05
Skating	.23 ± .07	.19 ± .01	.23 ± .01	.37 ± .02	.24 ± .05
Tennis	.06 ± .04	.07 ± .01	.15 ± .01	.16 ± .02	.29 ± .05
Jogging	NA	.11 ± .01	NA	.18 ± .02	.29 ± .05
Walking	NA	.38 ± .02	NA	.51 ± .02	.59 ± .06

All of the activities reported in the table show increased rates of participation between 1969 and 1979. This merely bears out the claims that Albertans are becoming more recreation conscious. There are only two activities in the table which can be considered "sport" under the definition given - golf and tennis. The discrepancy between the increase in rates of participation in these two activities is suggestive but not conclusive - tennis, to a greater extent than golf, is a young person's game (at least on the basis of the 1976 and 1979 surveys). Age, though cannot be the only cause. If it were, one would expect cross-country skiing to parallel golf and downhill skiing to parallel tennis. A more adequate interpretation is that promotion does increase participation (in the case of tennis, the promotion by professional tournaments and in the case of cross-country skiing, promotion by virtue of the 1972 Olympics and subsequent manufacturers' marketing efforts). Jogging and walking rates tend to bear this out as major targets of participation. It remains true, though that the young adopt new habits more readily than the old. More importantly, the differences in the rates of increase between the recreation activities reported in Table 1 prevent one from conceiving of "demand for recreation" or "demand for sport" in any simplistic manner. Without considering supply and promotion, revealed demand (that is, consumption or participation) is relatively unpredictable for long-range planning and is a relatively unimportant number for policy consideration.

The possibility of effects of supply can be suggested at a very simple level of analysis. Department funding for arenas in 1975-76 was about $2 million and in 1979-80 about $2.75 million. The participation rate in skating was about .23 in 1976 and about .24 in 1979. Golf course funding went from about $525,000 in 1975-76 to $800,000 in 1979-80 and participation rates went from .14 in 1976 to .21 in 1979. Swimming pool funding was about $350,000 in 1975-76 and about $1.5 million in 1970-80 and participation rates went from .36 in 1976 to .52 in 1979. (Funding data are from Recreation Development Division, General Administration Services Branch, Alberta Recreation and Parks). There are a great number of problems with this analysis. Its purpose, though, is to point out that demand is not independent of the Department's activities in promoting sports and increasing or maintaining supply.

At the national level, some sales data are available. Dollar values for imports of recreation and sports equipment (Canada Yearbook, 1969-1977, exports of toys, games, recreation and sports equipment (Canada Yearbook, 1969-1977); sporting goods shipments for selected items by Canadian firms and for total value of shipments and work performed on products and materials owned by firms other than the reporting Canadian firm are available for some years during 1969-1979. These can give a rough indication of participation in sports (as defined by Statistics Canada). The Consumer Price Index (CPI) sub-scale Recreation, Education and Reading Index for Edmonton, 1971-1979 is included as a gauge of the effects of inflation. Figure 1 shows indexed values of imports, exports and the Edmonton CPI, Figure 2 shows indexed values of Baseball, Golf, Hockey, and gymnasium equipment and the Edmonton CPI and Figure 3 shows indexed values of All Other Sports Equipment and All Products and Work Done and the Edmonton CPI. All values are indexed by dividing each year's catagory value by its 1971 value and multiplying by 100. Neither inflation nor changes in quantity of production are held constant by this method but the relative increases or decreases between sports gives some assistance in specifying the nature of demand changes. Figure 2, like Table 1 presents an ambiguous account of sport demand when disaggregated to this level. Figures 1 and 3, though deviate much less from trend lines. The data do not take account of inventories held by producers or distributors and this is likely to effect the individual sport figures more than the industry totals. As well, the use of 1971 as the "norming" or base year distorts the figures for baseball equipment more than other equipment as 1971 appears to have been the peak year for a production cycle. Figure 4 presents indexed quantities of selected sports hardware shipped per year by manufacturers in Canada. (Actual data are presented in Table A2 in Appendix A). This Figure presents a similar picture of demand for sport in Canada as do the other tables and figures that are disaggregated on a sport-specific basis. Figures 2, 3 and 4 are better measures of the Sports Business in Canada than they are measures of sport participation by Canadians. They do not include the effects of imported goods. The trends in the data, however, suggest that the consumption of the traditional sports measured has been growing at a slower rate than the consumption of recreation generally.

Figure 4

Indexed Quantities of Sports Equipment Produced by Manufacturing Firms in Canada (1971 = 100)

	1969	70	71	72	73	74	75	76	77
Baseballs, Softballs	43	77	100	48	56	43	46	NA	41
Fishing Rods	141	134	100	111	112	120	157	NA	110
Golf Clubs	129	124	100	171	146	170	145	NA	NA
Hockey Sticks	92	106	100	108	104	93	72	NA	56
Ice Skates	88	84	100	106	111	110	78	NA	88
Skis (snow and water)	118	88	100	56	114	139	145	NA	NA

NA means not available

Source: "Sporting Goods and Toy Industries", Cat. 47-204, Annual, 1969, 1970, 1971, 1972, 1973, 1974, 1975, 1977.

Section 3: Patterns of Sport Participation by Albertans - 1979 Data

The Sport Council of Europe issued a paper authored by Brian Rodgers of the University of Manchester which contained descriptions of three performance measures for sport and sport programs developed by Pile Roux[1]. The first of these measures is an "index of penetration" or the percent of people who ever participated in any sport. Rodgers refers to this index as a "sports literacy" measure. That is, people who have ever participated in an activity are considered literate or knowledgable whereas those who have not participated are considered illiterate. The second measure is an "index of fidelity" which is the ratio of the number of people who still participate to the number of people who ever participated in a sport. This measure indicates the "holding power" or "non-substitutability" of the activity. The third measure is an "index of intensity" which is the ratio of the number of people who participate on a regular basis to the number of people who participate at all. This measures the extent to which the sport is embedded in participants' lives as an everyday or routine event where the fidelity index measures the extent to which the sport remains attractive to participants. Both the fidelity and intensity indices are measures of commitment.

One technical problem exists with the cross-cultural or overtime use of the index of penetration. The public definition of sport is not constant between cultures and changes over time. More significiantly, most surveys done on recreation participation and/or sport have not used identical or even similar sport and recreation activities. Until the list of activities is exhaustive, the index cannot reasonably be used to measure "sport penetration" except in the short term for groups that are homogeneous with respect to culture and supply of opportunity (to mention two factors). It is much more reasonable to follow the penetration of individual sports and groups of sports overtime.

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[1] Les Comportements de Loisirs des Francais (1970), Pile Roux, Cited in B. Rodgers, "Sport in its Social Context" International Comparisons, "Rationalizing Sport Policies," 1977.

The 1979 Alberta Recreation and Parks Public Opinion Survey on Outdoor Recreation has some data which can be used to build indices which are analogous to but not identical to these indices. Intensity indices are easiest to replicate; fidelity indices and penetration indices cannot be replicated exactly. If at least one household member participates in a given activity, we still assume that non-participating household members are "activity illiterate" under the Sport Council's definition. However, one cannot assume illiteracy if that concept means that a person is illiterate who has no personal contact with participants who are capable of explaining the activity, its demands and benefits. The criterion of no previous participation in the activity as defining illiteracy is, of course, a more restrictive definition. However, there are most probably many women who understand hockey and who have never played. They cannot reasonably be called illiterate (they have knowledge) and yet they do not meet the emperical definition. These people may have some notion that the given activity is not appropriate for them either as a class (eg. old people, women) or personally.

We can divide the population of Alberta up among three sets of proportions. First we can distinguish households with no participants from those with participants. This is our looser definition of activity literacy or penetration. It does not address the question of whether people have ever participated. Second, we may divide the participating households into "frequent" and "rare" participants. This is a surrogate measure of intensity. Third, we can estimate the proportion of household members who participate (among households with at least one participant). This is a second measure of penetration though it has some conceptual similarity to the fidelity index.

Within limits, we can evaluate the effects of household income, age of household members a household head's characteristics on each of these measures for selected activities. These measures allow some comparison of the patterns of sport participation between Alberta and the Council of

Europe's study but no comparison of Alberta's performance in generating sport participation vis-a-vis the participating European countries in that study. This comparison, in turn, can suggest whether some of the Sport Council's policies are applicable to Alberta.

The Sport Council Paper reported the effects of sex, age, education, income, social class and several other variables which Rodgers claims do not enter into the personal decision to participate or to stop participating in a sport but do act in a probabilistic manner.[2] Of these variables, some analysis of the effects of head of householder's age and education and household annual income is possible. Social class effects cannot be directly measured apart from education and income. Sex effects can only be measured for a small sub-sample. Those households with only one person can be used but this group contains so few women as to make detailed analysis both statistically and theoretically suspect.

All participation measures are measures of the household's participation in selected sports and recreational activities. Thus, we would expect that rates for households whose heads are between 30 and 54 years of age will be high partly because these households are likely to contain school age children. In order to assess this difference in sampling frames (the Sport Council and many other surveys select individuals, the Recreation and Parks survey selected households) all participation rates are "controlled" for household type. Five of the households were identified: (1) household with no members under 18 years of age, (2) households with pre school children only, (3) households with elementary school children only, (4) households with junior or senior high school students only and (5) households with children in two or more of the age groups in (2), (3) and (4).

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[2] I would suggest that these "factors" are very much tied up with the social image of sport and that the personal decision to participate or not includes a myth-accepting or myth-debuking element which my be tied to peer attitudes, media presentations, etc.

These household types bear an obvious relation to that set of variables commonly known as "family life cycle" variables. From the time an individual establishes his own first residence, he typically moves through type 1 to types 2, 3 and 4 and sometimes through type 5 back, ultimately to type 1. The effects of this variable cannot be entirely separated from the effects of head of household's age with the data availability but some estimate of the effects of each variable can be examined.

Table 2: Penetration Ratios by School Group of Household Children for Selected Recreation Activities.

	School Group of Household Children					
	Name	Pre-School	Primary-Elementary	Junior-Senior High	More than one	Total
	P	P	P	P	P	P
Jogging	33	31	36	45	38	35
Tennis	25	18	25	43	34	28
Badminton	14	10	14	32	22	17
Handball	4	2	5	10	4	5
Racquetball	21	22	15	28	19	21
Baseball	29	38	48	48	52	38
Football	18	18	19	34	25	21
Golf	29	30	29	39	32	31
Soccer	8	9	37	27	36	18
Swimming	61	71	89	85	87	72
Waterskiing	17	19	19	32	23	20
Bicycling	38	40	77	66	74	51
Downhill Ski	31	22	25	57	34	33
X-C Skiing	28	22	35	40	29	29
Skating	38	49	86	68	82	55

Table 2 shows penetration indices for selected recreational activities cross-tabulated by type of household. The most obvious characteristic is that households with junior-senior high school students and children in more than one of the three classes consistently have higher penetration indices than do households with no children or pre school children. Households with elementary school children tend to follow the pattern of the junior-senior high school households though less consistently. Households with pre school children have the lowest penetration rates for most court sports (except racquetball) and downhill and cross country skiing. In recreation activities that can be simple for children (skating, swimming, bicycling, baseball and to some extent football and soccer), the households with pre school children score higher than households with no children but do not score as high as those households with primary-elementary, junior-senior high or more than one school group of children.

Table 3: Intensity Ratios by School Group of Household Children for Selected Recreation Activities.

	School Group of Household Children					
	Name I	Pre-School I	Primary-Elementary I	Junior-Senior High I	More than one I	Total I
Jogging	49	36	41	57	48	48
Tennis	22	16	25	24	18	22
Badminton	18	16	15	26	33	23
Handball	18*	14*	42*	19*	15*	20
Racquetball	29	41	24	32	40	33
Baseball	25	26	25	37	35	30
Football	17	17	33	38	38	28
Golf	26	19	15	33	20	25
Soccer	41	31	34	40	42	39
Swimming	29	20	44	36	42	33
Waterskiing	17	11	16	24	15	17
Bicycling	31	34	61	52	60	45
Downhill Ski	24	11	14	25	20	22
X-C Ski	22	9	16	17	13	18
Skating	21	21	41	35	39	30

*Estimate should be viewed with caution due to small number of cases.

Table 3 shows intensity indices for selected recreation activities cross-tabulated by type of household. With the exception of handball, racquetball and cross-country skiing, households with children in junior or senior high school consistently scored above average intensity of participation. Households with children in more than one age group tend to follow suit. Households with primary or elementary school children scored high in the less structured activities (skating, swimming and bicycling) associated with children and also in tennis, handball and football. This group also scored lowest on badminton, racquetball, baseball and golf. Households with pre school children scored below average on all activities except racquetball (where it had the highest score). Households with no children scored above average on jogging, tennis, golf, soccer, water-skiing, down hill and cross-country skiing. This group scored lowest on baseball, football, bicycling and skating.

Table 4: Fidelity Ratios by School Group of Household Children for Selected Recreation Activities

	School Group of Household Children					
	Name School F	Pre-Elementary F	Primary- F	Junior-Senior High F	More than one F	Total F
Jogging	71	43	53	41	41	55
Tennis	72	45	49	45	43	57
Badminton	68	49	53	43	49	53
Handball	55	47	46	36	42	46
Racquetball	66	39	40	33	31	49
Baseball	71	43	55	42	46	55
Football	64	37	43	35	37	47
Golf	67	35	41	43	33	51
Soccer	62	44	42	34	33	42
Swimming	79	70	75	61	70	73
Waterskiing	73	51	60	52	47	60
Bicycling	72	61	70	51	61	64
Downhill Ski	74	48	53	48	51	60
X-C Skiing	76	58	67	51	56	65
Skating	72	60	68	47	61	63

Table 4 shows fidelity indices for selected recreation activities cross-tabulated by type of household. It is not surprising that households with no children score highest and households with junior-senior high school students score lowest on this index. The people in households without children are likely to be similar in many respects. This encourages communication. It is also likely to increase the odds that the perception of each recreation activity will be shared among household members. Students in school are likely to have a considerably different view of what it means to jog (how far do you jog, how often, at what pace, where, for what reasons, etc?) than their parents. For the most part, their free time and the support of the school system would tend to make teenagers more adept at sports than their parents. With the high standards set by their children, many parents may opt out of participation for fear of not reaching these standards. People of the same age who do not have children may not have standards that are as high and may be more likely to participate because of this. The data in Table A10 (in Appendix A) tend to confirm this hypothesis but do not directly test it. The question could stand more research. Some information collected by the 1980-81 Annual Survey may provide an additional test but the hypothesis was not specifically tested.

An alternative hypothesis which is supported by the same data is the "participatus interruptus" hypothesis. Essentially, this hypothesis argues that couples who have children often drop out of participation when children are young. After being out of contact with participants, out of shape and out of the habit of participating, ex-participants do not resume participation after their young children require less attention. The Council of Europe paper points out inadequacies in this hypothesis in its discussion of sport literacy, but it does so on the basis of the European experience. The "participatus interruptus" hypothesis may make more sense in the United States where sport participation has been generally more accessible and more highly valued than in Europe.

Canada, and particularly Alberta, is possibly somewhat schizophrenic in regard to the "illiteracy versus the "interruptus" hypothesis. Historically, immigration to Alberta has included significant movements from both Europe and the United States. Culturally, the province claims both Europe and the United States as references. Some research clarification may prove useful.

The "participatus interruptus" hypothesis cannot hold for sport activities of recent historical origin unless one also hypothesizes an underlying commonality of sports participation or at least some between "species" of sports. Investigation of such groupings is beyond the scope of this paper. However, one would expect that new sports would be more affected by illiteracy than by interruption. Within the group of activities which can be called old sports, then one would expect that the interruption of active participation would be more serious or problem than the lack of knowledge about the sport, its rules and the social protocol of participation. Besides, people are likely to have developed special rules for different age groups participating in older sports. In recent years, this has most likely been emphasized for younger age groups as the postwar baby boom moved from pre school through primary and elementary schools. Sophistication about official rules and a more stringent application of standards of play are likely to occur during high school years as physical education programs, staff and facilities are not only available but in some cases are unavoidable.

Tables A12, A13 and A14 in Appendix A show Analysis of Variance "Beta's" for each activity for each of the three indices. Betas are equivalent to regression beta coefficients (that is, an increase of one unit in X will produce an increase of beta units in Y). They can be used to assess the relative impact of several variables. The higher a variable's beta, the more it explains changes in the three indices (after allowing each of the other variables to explain variation in the dependent variable). Either age of household head or household structure has the largest betas for penetration indices except for two sports (golf and cross-country skiing). Household structure is the significant variable for explaining intensity in six sports. Education is significant in three sports and age of house head in one.

Household structure has the largest betas for fidelity in 9 sports, age of household head is the largest for 5 sports and income is the largest for one sport.

In general, the effect of school age children in a household seems to be largely responsible for high levels of household participation, high levels of intensive participation and relatively lower than expected levels of fidelity. Evidently, school age children do not encourage their parents to participate. The depressant effect of pre school children in households on all three indices confirms the Council of Europe paper and the intuitive sense of field staff. The issue of whether parents of pre schoolers want to participate has not been answered. The 1980-81 Annual Survey will shed light here.

Income and education have generally positive effects on penetration indices and relatively little effect on fidelity indices. Education of household head had low positive effects on the fidelity index a few sports and income had a weak negative effect. However, households with higher incomes also tended to participate in a wider variety of sports so the negative effect of income on individual sports is reversed out if one considers participation in sport in general. That is, while high-income households do not have as many participants per household in any given sport, they participate in a greater number of sports. Households earning less than $15,000 per year participate in an average of 4.0 activities from the fifteen analyzed in this report, households earning $15,001 to $30,000, per year participate an average of 5.5 activities and households earning more than $30,000 per year participated in an average of 6.7 activities.

As far as the demographic indicators (age, household structure, education and income) that are comparable to the Council of Europe's study are concerned, there are no great differences between the Council of Europe study and the 1979 Annual Survey data that cannot be easily attributed to differences in survey methods. The negative relationship between income and fidelity found here is probably due to the different means of measuring fidelity rather than in either conceptualization of fidelity.

The differences between strength of effect of education noted in the Council of Europe study and in the analysis above are quite probably due to the difference between sampling and measuring individuals (as in the Council's study) and households (as above). The statistical approach used above gets around some of the technical problems mentioned in paragraph 3.10 of the Council's study but not all of them. Age and income are correlated with education and it is likely that the Council of Europe paper over-estimates the direct effect of education. However, the strong effect shown by the household type variable brings education and the education system back into discussion. It seems obvious that the fact that the education system provides a broad range of opportunity for participation in terms of facilities, programs, persuasion and freedom from the details of organizing activities supports higher participation and intensity rates. In fact, these factors are probably very important in the post-high school drop-off phenomenon. the fact that the education system primarly serves 6 to 18 year olds makes it a critical area for the investigation of sport participation.

One issue that is available for analysis from the Annual Survey data that was not analyzed by the Council of Europe is size of town or city where mail is received. This variable was introduced into the analysis of variance model and education was removed as it was generally weakest over the three indices. Locations were grouped to towns less than 5,000, population, towns with 5,000 to 10,000 population, cities 10,001 to 100,000 population and cities 100,001 population or over. In all cases where the location variable was significant, the effect on each of the indices was positive. That is, households who located in larger centres are more likely to participate, to participate intensively and to have high levels of fidelity. Location is most important for penetration indices (9 of 15 sports show some effect) and less important for fidelity indices (4 of 15 sports show some effect) and intensity indices (3 of 15 sports show some effect).

The overall influence of the variable, however, is low. It is not quite clear what the variable is measuring, as access to facilities and programs can vary extensively between towns in the same category. If we knew which places had what level of service, access could be more accurately measured. On the basis of this data alone, it would be unwise to choose between saying that rural areas were under-served or saying that rural people prefer sports less. Tables A15, A16 and A17 in Appendix A show the explanatory power of location in relation to age of household head, household structure and household income.

In summary, the available data on the effects of standard demographic variables on participation does not add substantially to the understanding gained by the analysis done by Rodgers except, perhaps, to highlight the effects of the education system.

SECTION 4: Conclusions

The primary conclusions of Section 2 were:

1. Sport participation has been increasing on a per-capita basis.
2. Sports which have received a substantial increase in participation have been advertised.
3. Participation in sports has been growing at a slower rate than participation in other recreation activities.

The primary conclusions of Section 3 were:

1. Age exerts a negative effect on sport participation, somewhat less on intensity of participation and on fidelity.
2. Some measurement problems exist with the fidelity index.
3. Pre school children decrease the penetration and fidelity measures.
4. Children in school age groups in households increase penetration indices and, among high school children, decrease fidelity measures.
5. Household income has a weak but consistently positive effect on penetration indices.
6. Intensity indices are relatively unaffected by demographic variables although education has shown some effects.

Overall, it is the author's opinion that point 2 from section 2 and point 6 from section 3 are the more significant points. On the one hand, the lack of explanation of intensity of participation afforded by the demographic variables suggests that the enjoyment of sport is not hampered by conditions which are hard to change and on the other hand, the suggested relationship between promotion and increased participation indicates a set of strategies for increasing future participation.

A third point which is derivable from these two observations is that, for the future, demand for sport can be what we make it.

If we want high participation rates, high rates of intense participation and high rates of fidelity, we must first preach participation to the unconverted this means we must investigate whether an appropriate share of funding goes to the unconverted, whether an appropriate share of our funding goes to maintaining the supply of facilities, programs and human organization (in short, a sport infrastructure) and whether our programs make people aware of variations on the rules of sport which suit different people.

A separate note must be made about the education system: it is not just facilities and time to participate in sports which increases participation by school-age children. Nor is it entirely that their values change upon graduation to the labour force. The fact is that, for adults, there are few commercial or community organizations which provide the upkeep of the facilities, the scheduling of events, the assignment to teams, officiating, and a host of other administrative support services which allow individuals to participate without the hassles of organizing. Racquetball seems to be the exception which proves the rule. To the extent that it is possible, Alberta Recreation and Parks should monitor the effects of "community school" programs to evaluate their impact on sport as this type of programming may clarify the impact of the non-facility aspects of education on participation.

SECTION 5: Recommendations

1. Whatever the state of sport policy in Alberta, the statistical and methodological procedures and the organizational commitment to a coherent program of monitoring the progress of sport development and the effectiveness of programs at virtually any level, municipal or provincial, has been lacking. The variation in the federal surveys' content and methods weakens their utility. The author's discussion with personnel from the cities of Calgary and Edmonton lead him to believe that the requisite consistency in research standards, data control and administrative direction and support have been lacking. Thorough monitoring requires (1) organization commitment to a monitoring program which defines what is to be measured, how it is to be measured and how it is to be interpreted.

   Commitment to (1) depends on (2) organizational commitment to a set of objectives (e.g. X percent of the population should participate in 1 or more reports, the effects of age should be no greater that $r2=Y$, and so on). Without objectives or standards to assess the results of surveys against, the numbers are next to useless.

   In short, in order to get numbers which are understandable and unequivocal, we must know what we are looking for and where to look for it.

2. The school system is arguably one of the most critical elements in the delivery of sport. While we need to understand more about its effects on sport. some ideas such as the "community school" in which a local community has access to the school resources should be monitored. If the appropriate opportunity arrives, an experimental approach could be taken to analyze the effects of such programs.

3. Promotion of participation in a wide variety of sports seems to have been less effective than for other recreation activities. Use of mass media is recommended if we find that the organizations we

support (i.e. the sport governing bodies) are providing motivation and support predominantly for elite athletes or only for those who already participate regularly.

4. There is little reason to believe that the direct application of most of the recommendations of The Council of Europe's study Rationalizing Sport Policies: Sport in its Social Context would do any harm. It would probably do much good. Only one point needs to be added: more historically recent sports are more applicable to the Council's recommendations. Older sports may require strategies to recapture participants but also to teach these people how to participate in different ways such as less strenuously for the aged; more recreationally (less competitively) for those just out of schools or in small towns where larger age and social differences many exist and so on. That is, some recapture programs should consider rule changes to promote participation.

5. Although it is not mentioned earlier in this report, one of the major weaknesses of the Council of Europe's paper is that a facility supply inventory was lacking. A report titled "Review of Recreation Related Inventories of Interest to Alberta Recreation and Parks" by M. Marcogliese suggests that much of the necessary information for many types of facilities is available but not properly organized. The supply of programs and facilities is critical to understanding rates of participation. This paper recommends action on the co-ordination of inventory data.

APPENDIX A

Penetration Indices

Table A3 Penetration Indices by Household Type and Head's Education
Table A4 Penetration Indices by Household Type and Head's Age
Table A5 Penetration Indices by Household Type and Household Income

APPENDIX A

Penetration Indices

Table A3 Penetration Indices by Household Type and Head's Education
Table A4 Penetration Indices by Household Type and Head's Age
Table A5 Penetration Indices by Household Type and Household Income

Table A1

Dollar Value of Shipments of Goods of Own Manufacture by Manufacturers in Canada by Year (1969 to 1978), in 1,000's of Dollars:

	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978
Baseball Equipment	2,079	3,516	4,513	3,056	3,275	3,121	3,333	3,537	4,501	5,272
Golf Equipment	9,901	9,885	9,346	11,364	12,105	14,160	13,683	12,930	10,223	11,627
Hockey Equipment	14,066	17,392	18,852	24,924	25,457	36,164	32,408	33,888	38,458	33,980
Fishing Equipment	4,380	3,679	3,269	3,896	3,428	3,571	6,138	6,793	6,076	N/A
Gymnasium Equipment	2,600	2,842	4,392	5,611	6,565	7,880	6,172	7,963	11,216	12,631
All other Equipment	32,661	38,403	45,759	59,344	67,500	91,848	93,259	116,893	106,341	119,993
All Products and Work	69,687	81,689	95,950	123,417	139,241	180,392	190,167	218,515	215,582	242,582

Dollar Value of Exports From Canada (Toys, Games, Sporting Goods and Recreation Equipment) and Imports to Canada (Sporting Goods and Recreation Equipment) by Year (not including televisions, stereos), 1968 to 1977, in 1,000's of Dollars

	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977
Imports	27,874	34,558	41,393	47,871	62,064	83,306	101,476	110,899	147,420	161,266
Exports	14,773	24,852	30,506	40,287	42,845	49,910	52,668	43,092	45,624	54,562

Table A2

School Group of Household Children

	None Respondent's Education				Pre school only Education				Primary, Elementary Only Education				Junior-Senior High only Education				More than one group Education				
	Junior High or less	High School, Tech, Part Tech.	Part Univ	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	Total
Jogging	7	28	29	52	18	21	33	43	17	24	43	48	32	43	36	61	25	28	34	56	35
Tennis	5	22	22	39	7	12	22	24	3	25	30	36	30	40	40	52	18	29	29	49	28
Badminton	2	11	11	22	3	7	6	17	14	13	13	17	31	25	33	37	20	26	17	29	17
Handball	2	3	3	5	0	2	2	3	6	5	2	8	10	8	7	12	10	5	7	3	5
Racquetball	5	13	21	33	7	16	18	34	6	16	17	17	14	29	24	36	8	14	17	27	21
Baseball	14	29	30	34	28	43	43	30	39	43	51	68	49	42	55	50	52	55	53	49	38
Football	8	12	17	23	3	22	23	15	17	16	19	23	27	33	34	40	27	30	19	28	21
Golf	12	28	27	38	14	30	34	31	8	31	31	34	21	44	38	47	2	28	34	42	31
Soccer	1	6	10	13	14	4	10	10	22	17	45	55	19	26	21	31	34	37	33	40	18
Swimming	29	58	62	73	59	69	72	79	78	89	90	97	79	84	83	91	80	84	87	90	71
Waterskiing	6	18	17	20	24	16	24	17	19	19	19	19	25	34	26	33	16	25	21	25	20
Bicycling	16	35	34	54	24	36	42	46	77	75	81	83	58	65	61	78	77	70	73	78	51
Downhill Ski	9	25	30	46	7	20	24	28	22	26	30	23	42	56	60	62	32	30	27	43	33
X-C Skiing	9	19	24	45	4	9	20	38	19	25	39	50	33	33	38	60	16	17	29	45	29
Skating	18	35	37	47	38	46	58	50	74	83	89	90	61	66	69	86	75	82	88	86	54

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

Table A3

School Group of Household Children

	Name Head's Age						Pre-school Only Head's Age						Primary-Elementary Only Head's Age					
	18-24	25-29	30-39	40-54	55-64	65+	18-24	25-29	30-39	40-54	55-64	65+	18-24	25-29	30-39	40-54	55-64	65+
Jogging	53	49	45	30	16	5	32	32	32	37	**	0	**	46	38	30	31	0
Tennis	40	36	33	25	11	4	19	18	20	19	**	0	**	35	27	24	25	0
Badminton	22	19	15	14	6	3	7	11	9	12	**	10	**	19	14	17	0	0
Handball	5	3	3	6	2	1	0	3	2	0	**	10	**	11	3	8	0	0
Racquetball	31	35	29	15	8	5	7	25	25	12	**	0	**	23	16	12	12	0
Baseball	53	47	33	23	14	5	39	45	34	25	**	30	**	50	57	36	44	0
Football	36	26	16	14	9	2	23	25	14	12	**	0	**	19	19	20	20	0
Golf	30	36	32	31	28	15	28	31	32	19	**	20	**	19	26	36	33	40
Soccer	16	11	11	8	2	2	10	5	10	6	**	10	**	27	43	36	25	0
Swimming	85	75	70	60	41	26	70	71	75	81	**	50	**	81	93	90	94	40
Waterskiing	30	23	16	17	9	4	32	23	15	12	**	10	**	23	20	20	6	0
Bicycling	61	47	46	39	22	14	39	34	48	44	**	10	**	81	83	67	87	40
Downhill Ski	49	44	37	34	15	5	34	25	19	25	**	0	**	19	27	29	33	0
X-C Ski	33	37	34	28	20	11	12	19	28	19	**	0	**	31	36	39	40	0
Skating	63	51	40	38	33	7	53	57	48	50	**	0	**	88	91	84	60	60

Source: Annual General Survey 1979-80, Alberta Recreation and Parks

** - Estimate not given due to small number of cases.

Table A4 School Group of Household Children

	High School Only Head's Age						More than one group Head's Age						
	18-24	25-29	30-39	40-54	55-64	65+	18-24	25-29	30-39	40-54	55-64	65+	Total
Jogging	85	**	26	45	39	30	60*	29	35	42	27	20	35
Tennis	38	**	33	43	39	40	0*	27	25	46	27	40	28
Badminton	38	**	21	32	38	25	40	9	21	30	0	20	17
Handball	8	**	3	10	12	5	0	4	4	9	0	0	5
Racquetball	31	**	18	29	26	25	20*	14	15	23	9	20	21
Baseball	38	**	42	50	41	40	40*	58	51	56	36	20	38
Football	54	**	32	33	26	35	40*	16	19	36	9	25*	21
Golf	23	**	32	41	37	35	20*	45	29	33	18	0*	31
Soccer	38	**	23	26	19	15	0	16	36	44	9	0	18
Swimming	85	**	88	83	88	84	60	82	86	89	82	80	71
Waterskiing	54	**	21	30	30	20	20*	25	17	30	27	0	20
Bicycling	58	**	73	64	70	60	60*	63	70	81	60	80	51
Downhill Ski	54	**	32	62	50	35	40	14	26	46	27	40	33
X-C Ski	38	**	29	42	38	45	0*	16	27	34	45	0	29
Skating	77	**	65	68	59	80	60*	81	82	81	82	60	54

Source: Annual General Survey 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Table A5

School Group of Household Children

	None			Preschool			Primary-Elementary			Junior-Senior High			More than one group			Total
	Income			Income			Income			Income			Income			
	L	M	H	L	M	H	L	M	H	L	M	H	L	M	H	
Jogging	26	34	44	16	32	44	21	32	48	48	34	56	26	36	46	35
Tennis	30	28	32	10	18	26	18	20	37	30	43	48	16	32	43	28
Badminton	11	15	15	6	11	8	10	16	13	33	34	29	16	21	27	17
Handball	3	3	5	0	2	4	5	4	8	8	7	13	7	5	6	5
Racquetball	14	20	33	11	18	40	10	12	21	15	19	40	13	15	28	21
Baseball	23	31	24	34	41	30	49	43	56	58	49	45	46	50	59	38
Football	12	20	23	10	23	9	15	17	26	49	31	32	21	23	29	21
Golf	17	31	44	23	31	33	15	28	36	15	33	53	17	30	41	31
Soccer	8	8	9	6	9	9	36	30	49	34	25	24	24	37	40	18
Swimming	49	64	73	64	74	70	77	90	95	80	89	83	81	85	92	71
Waterskiing	13	16	24	18	20	18	13	18	24	25	30	36	14	18	34	20
Bicycling	33	40	43	32	40	47	72	76	82	70	69	63	67	76	76	51
Downhill Ski	20	32	46	15	22	30	13	24	34	40	54	64	26	28	46	33
X-C Skiing	18	30	38	11	24	25	18	37	42	30	35	49	13	27	40	29
Skating	29	38	50	29	53	57	76	88	86	62	70	67	70	82	87	54

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

Intensity Indices

Table A6	Intensity Indices by Household Type and Household Head's Education
Table A7	Intensity Indices by Household Type and Age of Household Head
Table A8	Intensity Indices by Household Type and Household Income

Table A6

School Group of Household Children

	Name				Pre school only				Primary-Elementary Only				JR-SR High School Only				More than one group				
	Respondent's Education				Respondent's Education				Respondent's Education				Respondent's Education				Respondent's Education				
	JR	HS	Tech	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	Total
	High	Tech	Univ																		
Jogging	53	37	50	51	40*	32	37	36	33	38	31	52	48	50	54	69	67	37	31	63	47
Tennis	36*	24	14	27	0*	20*	18	28	0*	25*	24*	30	8	32	21	26	22*	20	15	17	22
Badminton	0*	15	23	18	0*	11*	13*	19	0*	25*	0*	27*	25	28	25	26	50*	43	15	28	23
Handball	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**
Racquetball	25*	29	25	32	0*	42	50	37	0*	20*	7	45*	36*	32	35	30	25*	41	36	47	33
Baseball	38	25	25	25	0*	25	37	19	29	41	19	27	26	41	34	42	42	43	34	29	30
Football	17	19	22	15	0*	4	24	17	33*	50*	19	33*	24	44	30	44	38	38	32	38	26
Golf	31	24	20	31	0*	17	29	11	67*	21	4	18	18	38	27	35	0*	28	18	21	25
Soccer	0*	33	39	32	25*	0*	42	33	13*	36	29	43	33	40	35	44	47	45	37	40	37
Swimming	36	30	28	29	12	15	26	20	18	39	46	58	31	30	37	39	30	42	42	45	33
Waterskiing	20*	27	12	18	0*	20	13*	5*	0*	17*	19*	17*	25*	30	8*	26	25*	13	12	15	17
Bicycling	16	34	32	38	43*	25	42	30	54	57	60	70	57	41	52	54	66	64	58	59	46
Downhill Ski	26*	21	21	26	0*	20	13	26	13*	13*	12	13*	12	27	31	27	19*	22	18	27	21
X-C Ski	45	13	23	25	0*	0*	16	6	29*	19*	9	28	11	18	19	16	25*	8*	8	18	19
Skating	25	22	24	18	0*	18	24	27	27	34	43	47	46	29	35	33	35	44	36	48	30

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Table A7 School Group of Household Children

	Name						Pre school Only						Primary-Elementary Only					
	Head's Age						Household Head's Age						Household Head's Age					
	18-24	25-29	30-39	40-54	55-64	65+	18-24	25-29	30-39	40-54	55-64	65+	18-24	25-29	30-39	40-54	55-64	65+
Jogging	46	45	48	58	50	47	22	31	43	33*	0*	0*	0*	42	36	33	100*	0*
Tennis	19	25	25	24	31	9*	18*	12	18	33*	0*	0*	0*	33*	29	14*	25*	0*
Badminton	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**
Handball	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**
Racquetball	26	24	33	39	35	29	50*	34	46	0*	0*	0*	0*	17*	14	43*	50*	0*
Baseball	23	27	34	23	29	27	36	21	32	0*	0*	0*	0*	38	29	19*	14*	0*
Football	15	15	14	22	29	50*	31	6	21	0*	0*	0*	0*	20	30	33	67*	0*
Golf	21	18	21	33	32	50	13*	14	24	33*	0*	0*	0*	0*	14	10*	60*	50*
Soccer	26	36	37	43	**	**	**	**	**	**	**	**	**	**	**	**	**	**
Swimming	32	26	24	33	30	29	10	19	25	15	0*	0*	0*	48	43	45	47	50*
Water Skiing	21	12	10	30	19	18	6*	13	12*	50*	0*	0*	0*	17*	11	25*	0*	0*
Bicycling	36	30	42	36	25	24	27	33	36	29	0*	0*	0*	71	58	69	46	100*
Downhill Ski	24	22	29	21	26	20	26	8	9	0*	0*	0*	0*	40*	16	0*	0*	0*
X-C Ski	12	24	35	25	16	18	14	4	10	0*	0*	0*	0*	38*	24	4*	17*	0*
Skating	26	19	20	23	17	14	27	21	22	13*	0*	0*	0*	41	45	28	33*	33*

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Table A8

School Group of Household Children

Household Head

	Junior-Senior High School Only						More than one group						
	18-24	25-29	30-39	40-54	55-64	65+	18-24	25-29	30-39	40-54	55-64	65+	Total
Jogging	27	50*	67	58	59	100*	0*	23	46	53	67*	100*	47
Tennis	60*	0*	9*	23	29	25*	0*	8*	23	15	33*	0*	22
Badminton	**	**	**	**	**	**	**	**	**	**	**	**	23
Handball	**	**	**	**	**	**	**	**	**	**	**	**	21
Racquetball	25*	0*	50*	29	55	40*	100*	17*	50	35	0*	100*	33
Baseball	20*	67*	43	36	41	25*	50	16	34	43	50*	100*	30
Football	29	50*	36	38	36	57*	0*	29	31	41	0*	100*	26
Golf	0*	50*	45*	31	50	43*	0*	5*	26	23	0*	0*	25
Soccer	**	**	**	**	**	**	**	**	**	**	**	**	37
Swimming	36*	100*	27	34	37	44	67*	33	40	45	56*	50*	33
Water Skiing	29*	100*	93*	20	15*	25*	0*	26*	21	11	0*	0*	17
Bicycling	57*	67*	60	49	50	58	67*	63	61	59	67*	75*	46
Downhill Ski	71*	100*	17	24	33	0*	0*	33*	20	19	0*	100*	22
X-C Ski	20*	67*	20*	13	27*	33*	0*	0*	13	16	0*	0*	19
Skating	50*	67*	36	32	40	44	67*	23	42	37	44*	100*	30

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Table A9 School Group of Children

				Preschool Income			Primary/ Elementary Income			High School Income			More than one Income			Total
	L	M	H	L	M	H	L	M	H	L	M	H	L	M	H	
Jogging	45	52	48	20*	41	31	38*	31	53	32	41	62	50	48	56	47
Tennis	22	24	20	17*	14	21	57*	25	18	21*	31	19	0*	16	24	22
Badminton	18	14	25	25*	15	17*	0*	11	30*	20*	23	31	36*	37	29	23
Handball	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**
Racquetball	21	33	31	29*	40	47	0*	14	38	0*	34	34	33*	35	32	33
Baseball	22	23	33	19	27	32	11	33	21	35	33	43	31	38	32	30
Football	18	15	20	17*	15	29*	33*	45	16	22	42	42	50*	42	29	26
Golf	28	23	29	7	11	25*	17*	12	19	0*	23	43	25*	19	20	25
Soccer	24	32	45	0*	29	43*	21	33	41	38	30	51	53	45	34	37
Swimming	28	29	27	21	20	20	40	40	51	38	35	36	26	44	45	33
Waterskiing	11	18	22	9*	11	15*	60*	9*	11*	17*	28	21	10*	15	15	17
Bicycling	35	34	30	35	31	41	71	54	64	50	54	52	54	61	62	46
Downhill Ski	24	21	27	22*	8	14	40*	10	11	21	26	26	28	14	24	22
X-C Skiing	27	23	18	0*	12	0*	29*	18	10	29*	18	13	11*	12	16	19
Skating	21	24	19	0	26	17	43	40	41	52	33	34	52	42	34	30

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Fidelity Indices

Table A10: Fidelity Indices by Household Type and Household Head's Education
Table A11: Fidelity Indices by Household Type and Age of Household Head
Table A12: Fidelity Indices by Household Type and Household Income

Table A10

School Group of Household Children

	Name				Pre-school only				Primary-Elementary Only				JR-SR High School Only				More than one group				
	Head's Education				Head's Education				Head's Education				Head's Education				Head's Education				Total
	JR High	HS Tech	Tech Univ	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	JR	HS	Tech	Univ	
Jogging	49	70	71	72	56	42	44	42	65	41	55	43	39	41	40	43	24	38	46	40	55
Tennis	55	70	73	74	67*	34	47	48	40	45	54	44	48	45	43	44	44	35	45	48	57
Badminton	30*	71	70	67	100*	54	46	45	44	40	65	41	46	43	41	41	36	40	41	39	53
Handball	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**
Racquetball	47	63	68	66	29*	37	42	38	33*	35	31	58	28	37	29	33	33	30	33	30	49
Baseball	49	75	72	72	49	42	45	40	62	46	55	59	48	40	42	41	47	46	47	42	55
Football	49	66	66	65	33	29	41	37	43	35	44	46	37	35	30	37	47	32	38	39	47
Golf	55	68	67	68	33	30	36	38	67	39	40	40	34	43	47	42	49	35	31	35	51
Soccer	55	66	63	61	75	46	40	40	40	32	45	40	33	33	37	33	39	28	34	35	42
Swimming	68	80	83	78	74	63	71	74	74	68	78	80	54	59	66	63	67	66	70	76	73
Water Skiing	49	77	76	73	38	51	53	51	67	62	62	53	54	49	54	52	40	43	53	48	60
Bicycyling	59	72	73	74	66	55	60	65	63	64	74	74	40	48	51	54	56	59	60	65	64
Downhill Ski	48	67	78	76	50*	45	49	49	41	50	52	63	40	44	48	56	44	51	49	54	60
X-C Skiing	54	67	79	79	67*	46	57	61	70	51	62	80	49	51	50	54	50	45	53	63	65
Skating	55	76	73	72	67	58	63	56	55	68	70	70	44	47	47	48	57	58	63	64	63

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Table All

School Group of Household Children

	Junior-Senior High Only Head's Age						More than one group Head's Age						
	18-24	25-29	30-39	40-54	55-64	65+	18-24	25-29	30-39	40-54	55-64	65+	Total
Jogging	46	**	40	42	38	37	**	37	45	36	35*	**	55
Tennis	51	**	41	46	40	31	**	37	45	42	54*	**	57
Badminton	57	**	41	43	45	30	**	50*	38	40	0*	**	53
Handball	**	**	**	**	**	**	**	**	**	**	**	**	**
Racquetball	31	**	50	32	37	26	**	36	34	27	25*	**	49
Baseball	29	**	57	42	36	37	**	35	49	44	43	**	55
Football	55	**	43	33	36	19	**	23	37	38	50*	**	47
Golf	40*	**	38	42	48	78	**	30	31	37	24*	**	51
Soccer	44	**	36	32	41	36*	**	31	33	33	25*	**	42
Swimming	59	**	63	62	57	46	**	75	73	67	55	**	73
Waterskiing	46	**	61	52	50	52*	**	41	59	41	28*	**	60
Bicycling	62	**	57	50	49	50	**	63	62	59	53	**	64
Downhill Ski	47	**	49	49	47	24	**	47	48	52	57*	**	60
X-C Ski	41	**	63	51	55	33	**	48	58	55	42	**	65
Skating	61	**	46	47	44	37	**	41	62	58	57	**	63

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Table A12

School Group of Household Children

	None			Preschool			Primary/ Elementary			Junior-Senior High			More than one group			Total
	Income			Income			Income			Income			Income			
	L	M	H	L	M	H	L	M	H	L	M	H	L	M	H	
Jogging	83	70	61	99	41	47	61	55	50	47	41	41	26	41	43	55
Tennis	82	73	64	34	49	40	65	46	47	40	44	45	37	45	43	57
Badminton	72	70	60	53	47	52	55	51	56	51	43	41	38	44	34	53
Handball	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**
Racquetball	77	68	56	29	41	38	35	46	36	28	35	32	32	30	32	49
Baseball	81	73	59	44	43	42	64	56	51	50	44	38	53	44	45	55
Football	77	66	53	49	34	43	36	40	47	40	33	34	44	35	38	47
Golf	74	70	59	33	36	33	70	39	37	29	42	44	32	32	35	51
Soccer	69	63	54	49	46	37	41	43	41	35	39	28	38	35	29	42
Swimming	86	78	75	71	69	73	85	71	77	57	62	60	66	70	72	73
Water Skiing	78	76	67	37	50	63	80	51	64	39	55	51	37	42	54	60
Bicycling	81	72	64	65	60	61	70	71	70	53	52	49	55	62	62	64
Downhill Ski	82	76	65	47	46	53	39	49	60	40	47	50	44	49	55	60
X-C Skiing	84	77	60	40	59	59	56	67	69	58	52	50	29	57	59	65
Skating	81	73	62	61	60	59	68	67	69	54	47	45	59	62	60	63

Source: Annual General Survey, 1979-80, Alberta Recreation and Parks

* - Estimate should be viewed with caution due to small number of cases.

** - Estimate not given due to small number of cases.

Table A13

Explanatory Power of Four Variables for Penetration Indices

Activity	Age Beta	Structure Beta	Education Beta	Income Beta	R^2
Jogging	.22	.11	.20	.11	.13
Tennis	.16	.16	.16	.10	.10
Badminton	.12	.17	.12	NS	.06
Handball	.07	.08	NS	.05	.02
Racquetball	.18	.10	.13	.17	.09
Baseball	.26	.21	NS	.06	.11
Football	.20	.14	NS	.07	.07
Golf	NS	NS	.14	.17	.06
Soccer	.11	.30	.09	NS	.13
Swimming	.24	.25	.13	.09	.17
Waterskiing	.17	.13	NS	.12	.06
Bicycling	.17	.33	.16	NS	.17
Downhill Ski	.21	.19	.11	.15	.13
X-C Skiing	.07	.12	.24	.10	.10
Skating	.25	.38	.05	.11	.23

Table A14

Explanatory Power of Four Variables for Intensity Indices

Activity	Age Beta	Structure Beta	Education Beta	Income Beta	R^2
Jogging	NS	NS	.13	NS	.04
Tennis	NS	NS	.12	NS	.02
Badminton	NS	NS	NS	NS	NS
Handball	NS	NS	.29	NS	.16
Racquetball	NS	NS	NS	NS	NS
Baseball	NS	NS	NS	NS	NS
Football	.17	.17	NS	NS	.08
Golf	.19	NS	NS	NS	.06
Soccer	NS	NS	NS	NS	NS
Swimming	NS	.16	NS	NS	.03
Waterskiing	NS	NS	NS	NS	NS
Bicycling	NS	.26	NS	NS	.07
Downhill Ski	NS	.12	NS	NS	.02
X-C Skiing	NS	.15	NS	NS	.04
Skating	NS	.19	NS	NS	.04

Table A15

Explanatory Power of Four Variables for Fidelity Indices

Activity	Age Beta	Structure Beta	Education Beta	Income Beta	R^2
Jogging	.28	.39	NS	.11	.31
Tennis	.28	.38	NS	.09	.30
Badminton	.32	.31	NS	NS	.28
Handball	NS	NS	NS	.33	.27
Racquetball	.34	.46	NS	.09	.43
Baseball	.20	.40	NS	.14	.26
Football	.31	.38	NS	.13	.35
Golf	NS	.50	NS	.13	.31
Soccer	.21	.34	NS	.12	.28
Swimming	.23	.18	.09	.08	.12
Waterskiing	.27	.37	NS	NS	.21
Bicycling	.27	.21	.10	.10	.17
Downhill Ski	.37	.30	.14	NS	.29
X-C Skiing	.23	.32	.15	NS	.20
Skating	.27	.23	NS	.09	.18

Table A16

Explanatory Power of Four Variables for Penetration Indices

Activity	Age Beta	Structure Beta	Education Beta	Income Beta	R^2
Jogging	.25	.10	.06	.14	.09
Tennis	.18	.16	.13	.12	.09
Badminton	.12	.16	NS	NS	.05
Handball	.07	.08	NS	.05	.02
Racquetball	.19	.09	.16	.18	.10
Baseball	.27	.20	.06	.06	.11
Football	.20	.14	.06	.07	.07
Golf	.07	NS	NS	.20	.05
Soccer	.12	.30	.07	NS	.12
Swimming	.27	.24	.05	.12	.17
Waterskiing	.17	.13	NS	.12	.06
Bicycling	.20	.32	.05	NS	.15
Downhill Ski	.22	.18	.13	.16	.14
X-C Skiing	.11	.11	NS	.15	.05
Skating	.26	.38	NS	.11	.23

Table A17

Explanatory Power of Four Variables for Intensity Indices

Activity	Age Beta	Structure Beta	Education Beta	Income Beta	R^2
Jogging	NS	NS	.10	NS	.03
Tennis	NS	NS	NS	NS	NS
Badminton	NS	NS	NS	NS	NS
Handball	NS	NS	NS	NS	NS
Racquetball	NS	NS	.12	.11	NS
Baseball	NS	NS	NS	NS	NS
Football	.16	.18	NS	NS	.08
Golf	.18	NS	NS	NS	.06
Soccer	NS	NS	NS	NS	NS
Swimming	NS	.17	NS	NS	.03
Waterskiing	NS	NS	NS	NS	NS
Bicycling	NS	.25	NS	NS	.07
Downhill Ski	NS	.12	NS	NS	.02
X-C Ski	NS	.19	NS	.09	.03
Skating	NS	.18	.09	NS	.05

Table A18

Explanatory Power of Four Variables for Fidelity Indices

Activity	Age Beta	Structure Beta	Education Beta	Income Beta	R^2
Jogging	.28	.39	NS	.11	.31
Tennis	.29	.38	.09 (a=.06)	.08 (a=.06)	.30
Badminton	.32	.30	NS	NS	.28
Handball	NS	NS	NS	.34	.24
Racquetball	.36	.46	NS	NS	.42
Baseball	.19	.40	NS	.14	.26
Football	.31	.39	NS	.12	.34
Golf	NS	.51	NS	.10	.30
Soccer	.21	.37	NS	.11	.21
Swimming	.24	.19	NS	.07	.11
Waterskiing	.28	.38	NS	NS	.21
Bicycling	.28	.22	.09	.08	.16
Downhill Ski	.39	.31	NS	NS	.27
X-C Skiing	.26	.31	.13	NS	.19
Skating	.28	.21	.12	.08	.18

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ALBERTA SPORT PLAN: A CONCEPTUAL FRAMEWORK

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This paper deals with theoretical concepts of planning, planning processes and change theory. The reasons for developing a sport plan for Alberta are also discussed. Recommendations are suggested regarding the planning process for a sport plan; goals for sport are suggested; sub-goals are also discussed; as is the whole process of goal setting. The paper also discusses the sport system of Alberta and makes recommendations regarding sport plan development topics.

ALBERTA SPORT PLAN: A CONCEPTUAL FRAMEWORK

Introduction

> People must accept both the inevitability and the acceleration of change:
>
> Planning groups are change groups,
>
> Change groups can change institutions,
>
> Changing institutions depends on people changing
>
> Improvement is a change for the better.
>
> A change for the better depends on making better decisions
>
> Better decision-making depends on better planning.
>
> Without planning whatever will be, will be. (Young, 1978)

The increasingly conscientious efforts to accept and improve upon this "inevitability and acceleration of change" has become abundantly evident in these contemporary times. Within a society which has observed dramatic alterations in values and ethical codes; in lifestyles and the means of assuring certain tangible evidence of such lifestyles; in technocratic advances and the use and abuse of this technology; in politics and economics; in fact, in virtually every facet of human existence, an important need has been identified as that of possessing a type of ability to effectively deal with the fervor and rapidity of change.

A vast majority of social institutions, be they the family, the school, the church, the management firm or the government, have sought planning as a technique within which occurs a facilitation, yet a simultaneous control, of change. Whereas initially in its conception planning was considered an elite method utilized only by administrative bodies, government researchers and other such executive oriented personnel dealing primarily on an international scope, today planning is implemented not only at varying lesser degrees of administration but also by private, less vast management firms, by conscientious educators and indeed by municipal and relatively small recreational committees who are equally concerned with accurately interpreting future trends to utilize to its fullest advantage.

Consequently, due to the inclusion of sport as a social institution and further due to its susceptibility to external forces within the social environment, sport bodies must attempt to "define the probable future capabilities of sport science and technology and to provide the information needed to guide technological development into the most efficient and fruitful paths". (Prehoda, 1967). That is, simultaneous with society's transition, sport must likewise be changed and plan for change.

This inference thereby subjects sports to those same difficulties with which administration and management groups have been concerned, perhaps only with a slight variance in interpretation occurring within the sports realm. For instance, not an uncommon concern within many organizations is that of input-output ratio and methods of increasing that ratio in the future without placing immediate organizational functioning in imbalance. In a society which is increasingly emphasizing accountability of action, sport is similarly aware of the importance of input-output ratio and consequently must coordinate province wide planning which will maximize the ratio in terms of budgeting, staffing, resource and facility utilization.

Planning has been proposed as "a method for delineating goals and ways of achieving them ... a course of action which can be carried into effect, which can be expected to lead to the attainment of ends sought ..." (Meyerson and Banfield, 1955). Similarly, Branch (1966) has referred to planning as "the ultimate in man's endeavor to perform a major achievement, shape his environment, or effect the future . . . . the spectrum of human awareness, knowledge and capacity to consider and act". Yet other authors cite characteristics of defining objectives, recognizing strategies or techniques, reviewing performance and feedback or consequence prediction as indicative of the planning process. (Steiner, 1969; Millet, 1945; Bell, 1964; Ayres, 1969). However, prior to the judgment of the relative value of planning, one must differentiate between the planning process and the resultant plan. The planning process may be identified as progressive advancement through a number of decision making steps through which determinations are formulated regarding such factors as community needs and desires, resource and material requirements, financial availability, forecasting trends and evaluation techniques. Such planning tools as decision matrices, social accounting, primary determinants or morphological analysis (Emery, 1964) may be useful means of assisting the making of decisions enabling procedure through the system (Emery, 1964).

The literature has proposed several key steps in the planning process. These have been graphically consolidated in Figure I. It is evident that the planning process is a cyclic means to attaining an end involving several other facets of planning than simply a plan. The plan itself it only a concrete guide of further action and, as illustrated, comprises only one step of the entire planning process. In review then, the planning process is a step by step progression of determining a number of variables through a number of strategies. The plan is simply the formulation of the overt plan of action which will be assumed in dealing with these variables and implementing these strategies.

In sum, the planning process is an essential ingredient to any individual or group recognizing the inevitability of change and wishing to deal with that change in a manner which will prove most advantageous. Sports, too, must recognize the fact that changing social attitudes, political and economic functioning and other provincial and national occurrings will profoundly effect the role of sport in an Alberta society. To minimize the potentially segmenting and chaotic effects this may bear, a coordinated and sound planning process must be proceeded through, with the goal of formulating a plan of action which will deal with immediate and forecasted needs.

It will, therefore, be within the scope of this paper to examine the integrating of a planning process within the sports organizations of Alberta, and to explore the manner in which such a process may contribute to the achievement of several sports goals. Subsequently, planning theory and systems theory will be discussed and the possible personnel involved in such approaches will be suggested. Lastly, several options will be provided as alternative implementations of an action plan in coordination with several key recommendations for the integration of a novel and suitable sports plan.

JUSTIFICATION FOR SPORTS PLAN

The entire process of general planning, because of the significance in dealing with inevitable transition, articulates several universal reasons for its existence. No doubt one of the prime advantages of formulating and selecting a definite long or short term course of action rather than haphazardly proceeding at the mercy of circumstances, is the facilitation of purpose and order within administrative activities. Unproductive, ineffective and perhaps even damaging work is minimized, allowing a coordination of efforts in a composite and harmonious force toward a predetermined goal. Simply, the focus of the issue is clearly identified and alienated, thereby allowing for the most efficient locomotion towards that focus.

Utilized as an evaluative tool, planning may promote performance measuring, that is, evaluation of competence of existing personnel. Not only will this contribute to greater staff effectiveness through improved orientation, motivation and communication, but as well may sustantiate movement toward predetermined goals, as noted previously.

In addition to prescribing an orderly approach toward goal achievement and to providing guidelines necesary for more effective decision-making, individuals proceeding through the planning process become increasingly aware of general trends and attain a wider view of the existing situation under consideration, thus assuming a position whereby they may minimize future risks and simultaneously realizing the wisest risks to take. That is, through an increased visualization of the entire picture, risk assumption which is unavoidable when dealing with long term, abstract attainments, becomes far less a task in haphazard gambling than one of controlled decision-making.

The profit insurance factor is an important consideration of planning. This implies the direct plausibility of increased monetary returns through more efficient operation due to more effective control and utilization of facilities, resources and personnel, to name only a few. For any temporal period, therefore, the most effective use is made of what is available and once envisioned and communicated by the planner, may result in the lowest budgetary costs to the organization.

During the planning process, all groups involved are forced to consider the existing problems involved in the present reality and to determine solutions to these problems based on effectiveness rather than expediency. Often administrative decision making becomes a chaotic choice of solutions, with the prime criterion for the choice founded only in rapidity. However, organized planning provides opportunity for a calm consideration of many solutions and ensures a choice which may display a much greater amount of creativity than otherwise ungenerated in spontaneous decision-making.

Perhaps the conversation engaged in by Alice and the Cheshire Cat in Lewis Carroll's Alice in Wonderland suggests a justification basis for planning and that of providing direction, a sense of purpose and a strategic technique to deal with the unknown.

> Would you tell me, please, which way I ought to go
> from here?
> That depends a good deal on where you want to go,
> said the cat.
> I don't much care where, said Alice.
> Then it doesn't matter which way you go.

Although planning as a fundamental function is essential, no doubt practical limitations do exist. One such limitation is the fact that planning is continually susceptible to human error. Personality, values and abilities of planning individuals may not be entirely based on a completely objective evaluation of the available information in regards to the existing situation. This difficulty further implies that accuracy of forecasts and the relative truth of premises and assumptions of future trends may be subject to social, political or economical change of a major or minor nature.

Those arguing against planning often do so on the basis of expense as correlated with the actual contributions with which it provides the organization. Psychological barriers are also often cited as major drawbacks to the utilization of a novel plan. Individuals tend to resist change which may require adjustments to new situations and conditions. Planning, many believe unfoundedly, tends to accelerate unrest and social despair.

In conflict with the aforementioned advantage of stimulating creativity, planning may also stifle employee initiative and force personnel into a rigid mode of executing responsibilities. Other administrators maintain that planning merely delays action and that through such a time consumptive effort, does not permit postponement and spending of valuable time with arranging details. Often, research and planning will require, also, specific resource personnel who may not be easily accessible or not available at all. Furthermore, in such instances involving extensive research and data collecting, the product plan may consist of an over elaborate program which is merely an attempt to justify the goals and objectives of the organization rather than a helpful method of using such goals as guidelines to an improved process. These factors, accompanied by the fact that acceptance of planning as a necessary process, have caused many to overlook the positive consequence that lies in the potential of effective planning.

In order to reduce the uncertainty inherent in the future, and to supply identifiable foundations upon which a structure of planning may be based and related, specific premises must be established. That is, the administrative body assumes the actions of certain entities in a specific manner. In addition, the philosophy, attitudes, ethical beliefs, and standards, shape planning efforts in a manner of constraining the extents of the planner to an appropriate and feasible degree. This results in the establishment of assumptions against which guidelines and estimates of effectiveness may be made.

The initial assumption should be one which includes defining the central philosophy or working concept of the organization and should serve as a focal point for all further planning attempts.

One important premise implies that since planning itself is a technique of coping with change, basic forecasts should always find their basis in attempting to define the probable future capabilities of science and technology and to provide the information needed to guide technological development into the most efficient and fruitful paths. Another important premise of planning is the necessity to closely consider the supply and demand patterns of the population into which the finalized plan will be implemented.

Jungk made the following statement on forecasting:

> A democratization of forecasting, future studies and future research will probably have to contend with the reproach that it will be time consuming. In fact, decision-making is easier in autocratic types of societies. But in the next phase of humanity, there will be even less people willing to accept orders and functions coming from above! They want to participate actively in the shaping of their future destiny. The future belongs to all of us, not just a small elite of ruling experts and decision-makers. (Jungk, 1969)

During the generation of any plan, careful consideration should be given to the development of viable alternatives in order that a democratic decision making process among choices may occur, rather than an authoritarian dictation of choices. Accordingly, the plan must be developed to the situation for which it is devised and not reversely.

A final premise of planning assumes that an ethical framework continually exists within which the scope of the planning proposal must be constrained. Although views are analyzed in terms of values, personalities and abilities these must not be considered relevant in the planning process to the extent that they are imposed subjectively rather than objectively.

In justifying a sports plan for Alberta, several premises related to basic human values must be assumed prior to the establishment of a preliminary planning proposal. Such premises may include themes similar to those outlined by many European countries in regards to the right of every individual to participate passively or actively in sport; the value of sport relating to socio-cultural developments in a diversity of areas in educational, health, social service, arts and leisure service; the recognized need for qualified personnel at all levels of administrative: technical management; the safeguarding of sport from political, commercial or financial exploitation or from abusive or debasing practices; the right of individuals as well as local, regional and national level administrative bodies to attain responsibility for sport, planning and decision-making.

Generally, contemporary western culture has come to accept physical activity and - more specifically, sport oriented activity - as an integral element of our modern lifestyles. The strongest principle in the justification of a sport plan exists within the fundamental premises outlined. That is, recognizing that sport participation is a fundamental right of all and that this implies the existence of a multi-faceted, well organized, coordinated program, integrating rather than segregating each sport body within the province, effective and expansive planning is a necessity. That is, due to the rapidly continuing extension and expansion of sports organizations i.e., the trend towards decentralization of administrative bodies and the diversity of sporting activities, i.e., the high proportion of addition and deletion rate of sports organizations, a long range focus and route to attain the focus must be established to prevent chaotic and uncontrollable extension of severed organizations.

Accompanying the growth in sports technology and sport sciences and the recognition of obsoleteness of traditional concepts of coaching, training, and recreation, is the suggestion that some direction should be provided to maintain Alberta's equality with world-wide technocratic growth in regards to sports. Such continued progress can be assured only through a deliberate and conscientious effort to eliminate stagnation and facilitate creative, yet appropriate advancement. The development of a concrete, albeit flexible, sports plan will provide guidelines making the attainment of such advancement easier than random and uncoordinated efforts of a multitude of sport governing bodies.

Alberta's economic and industrial climate and consumer spending reports seem to indicate a dramatic increase in the commercial facet of contemporary sports. Without question, commercialized sport has become a major industry employing millions of workers and providing substantial economic benefits to entire regions of the province. In addition, a much higher proportion of consumer spending now exists on sports equipment, clothing and sports facilities. Upon extrapolation of these trends, it seems reasonable to suggest that sound long term program planning would allow even greater economic expansion in this specific area which would, in turn, contribute to and perhaps realize higher returns from the stimulation of Alberta's economy.

Perhaps underlying this observable economic trend, is the transition in social mores which Alberta's population is experiencing. This transition suggests that it is now deemed not only accepted but, in fact, "fashionable" or "stylish" to participate in sports and other physically oriented activites. Therefore, not only a need for sporting opportunity has been demonstrated, but a demand exists as well and, as with any supplier striving to meet the demands of the clientele, the Province of Alberta must do likwise. However, these needs and demands cannot be determined and successively satisfied without a concerted endeavor to proceed through a pre-established course of action, that being, the proposed sport plan.

Yet another factor contributing to the justification of a proposed sport plan is the overt increase in Canadian emphasis on local, regional and provincial sporting opportunities resulting in the creation of higher level international competition and the desired eventual production of world class status athletes. No doubt this remains as one of Canada's unexplicitly stated, yet evident, goals. In facilitating the inception of such athletes, Alberta as a province must seek methods of promoting world class sports of all varieties. And yet, those who fall short of the world class standard, or those who exemplify no desire to enter such competition must yet be provided with equal opportunities for participation for the sheer sake of the joy of participation in and of itself. Presently, little integration occurs among the two sorts, resulting in a fragmentation of the sporting ideal. However, unification would be possible through the determination and implementation of a sports proposal based on sound, consistent planning techniques.

Similar to the prior factor is the benefits of a sports plan would contain as a means of creating awareness at the executive level of actual activities occurring at subordinate levels and furthermore due to definite guidelines inherent in a sports plan, of maintaining that informedness through the implementation of the plan. That is, in Alberta a situation presently exists whereby the existence of minute and semi-private sports governing bodies is so numerous that executive administrators cannot possibly keep abreast of the activities of each body. A planning effort would not only alert supervisors of immediate regional and local situations through research investigations and needs assessments, for example, but would also assure that at some point in the future those supervisors would even then be aware of the progress and focus of those areas by a brief glance at their advancement through the objectives of a sport plan, thereby maintaining their continued alertness to immediate and plausible situations.

Lastly, sport possesses what is economically termed a "long product time". That is, the focus of sport, be it fitness, life sports or the development of world class athletes is not one which can be achieved within an immediate time frame. In fact, the attainment of one small component of sport, may assume an achievement period of five to ten years! For example, promoting the goals of general cardiovascular efficiency within the province may not be realized within fewer than a five year time span. Because of this fact, a long term plan is essential to ensure the progressive realization of the goal without a simultaneous loss of immediate objective attainment.

Undoubtedly, several oppositions exist to the construction of a sports plan and although appearing less significant than the aforementioned points, should nonetheless be examined as possible obstacles to be avoided.

The basic steps of planning by executive or administrative bodies possesses the tendency to become a process simply for the population and not with them. Because such a wide diversity of interests and opinions exist it is often much easier and less time consuming to assume a task-oriented attitude and construct a general, all encompassing proposal which neither satisfies or dissatisfies anyone to any great degree.

Inversely, however, if equal representation of all sports institutions within the province is desirable, including the necessary opinions of the "grassroots" level, a difficulty exists on deciding which institutions are more entitled than others to provide input into the new system.

Research materials, transportation of resource staff and technological investigatory methods represent only a few of the financial responsibilities which are inherent in any effective planning approach. Other factors such as the need to employ a competent research and planning staff, contribute to the public view that planning is an extravagance which neither citizens or government can afford.

Finally, the entire planning process assumes the cooperation of all agencies, citizens and regions of the province. However, to the lower status management levels who are preoccupied with their immediate operating difficulties, the abstract and removed planning of the executive may appear very much out of touch with their immediate reality. Full fledged and enthusiastic cooperation from these persons may be difficult to attain.

Planning deals with a future which is an unknown quantity and which contains many uncertainties. Few, if any, future circumstances exist which the planner may be absolutely certain will or will not occur. Knowledge of events to come is somewhat obscure. However, the planner seeks to achieve goals by adhering to specified limits or restrictions which are felt to be desirable and with the goal and guidelines predetermined, begins a journey much less prone to accident than an unsure and incongruent trek to an undetermined destination.

GOALS FOR ALBERTA SPORT PLAN

One of the first things any organization, agency, business or program should do in the planning process is to identify its goals. Most successful organizations have definitive goals that serve as bases for their activities. In this section of the paper we consider the following items: the nature of organizational goals, the types of goals, the setting of goals, the utility of goals, a few suggested systems for setting sports goals in Alberta and possible goals for an Alberta sport plan.

As a way of proceeding, we shall first define organizational goals as "a desired state of affairs which the organization attempts to realize" (Etzioni, 1964). This desired state of affairs by definition, means that a goal is a state which the organization seeks. In addition, organizational goals mean different things to different people. This second factor complicates the concept of goal clarity, because there would be conflicting goals making the organization effective for some and ineffective for others. Even in an organization in which there is high participation in making decisions and membership commitment, it is unlikely that there would be a consensus on what the goals should be, let alone agreement on the means of achieving the goal.

With a definition of an organizational goal and an understanding of a few difficulties related to these goals, let us examine the concept further. Organizational goals, by definition, are creations of individuals, on an individual basis or collectively. Goals of any organization are an abstraction distilled from the desires of members and pressures from internal systems and the environment. As internal systems and the environment changes, the goals also begin to change. At any rate organizational goals in reality become constraints on the decision-making process. Even though, there are other factors that constrain organizational activities, goals are the most relevant.

Organizational goals are abstract values that guide organizational actions by more than the day-to-day whims of individual members. These abstract values must be more than abstract, they must become converted to specific guides for the actual operation of the organization. We will take the position that there are "super goals" and "sub goals". The super goals are the general purposes of the organization, its mission and guiding philosophy. "Sub goals", on the other hand, are more specific targets that will help achieve the overall goal or super goal. They are what the organization actually is attempting to achieve, regardless of what the super goals designated as the aims. It gets down to the operating policies of the organization. In many cases, these sub-goals reflect the super goal, in that they are abstractions made more concrete.

If the super goals are well researched and updated continually the sub goals need not be out of step with the super goals. Ivan Scheier emphasizes the importance of the setting of super goals when he states,

> The guiding philosphy may best be viewed as the general framework within which a given program will operate and the direction such program will ultimately take. At the very least, it is a statement of the basic ideas and goals, which govern the planning process. (Scheier, p.7)

The determination of organizational goals is complex but vital. There are many factors that enter into the struggle to determine organizational goals. There exists, in the case of the sports community, three important factors. The sports governing bodies, multi sports bodies and municipalities would play a prominent role in the process of selecting goals. Personalities of the leaders of these organizations would be another important determinant. In addition to organizations and personalities, an important role would be played by environmental forces outside the sports community. In practice, goals are often set in a complicated power play involving various individuals and groups. Once there is an organization in place, there is the problem of organizational departments, personalities and the close and wider environment.

The goal setting process fundamentally involves listing and ranking. Listing is a process of putting forward possible alternatives. This phase of listing has a lot to do with the quality of the sub-goals or plan. Brainstorming is a technique used to develop more alternatives or sub goals. It is a process of postponing evaluation until a number of sub goals has been listed. It seems to be the case that as soon as the planner begins to consider the pros' and cons' of a particular sub-goal, the generating frame of mind is lost and the likelihood of coming up with a creative solution is significantly reduced.

The second fundamental process in sub-goals formation or planning is ranking. The ranking process is a decision-making process. And decision making always entails choosing among alternatives. In some cases the alternatives ranked first is chosen as a primary goal and the second alternative is eliminated as a sub-goal. At other times, we might rank sub-goals in order to decide which of them will receive greatest emphasis in the developmental program, but still include all of the sub-goals. In this case we might choose to work first and hardest on the top priority and spend less time later on the second or third sub-goal.

Even after the organizational sub goals have been set and known throughout the organization they are subject to change. These goals usually change for three major reasons. The first reason is direct pressure from external forces, which often leads to a deflection from the original goals. The second is pressure from internal sources, which may lead the organization to emphasize different activities than those originally intended. The third deals with changed environmental and technological demands which leads the organization to redefine its goals. The point is that goals are affected by these interactions and it should be clear that organizational goals, like the organizations for which they serve as constraints and guides for action, are not static.

The fact that goals change and the fact that the goals for an organization may not be necessarily those officially pronounced, might lead us to reject the goal concept. However, there is still the single but basic fact that the organization would not exist if it were not for some common purpose.

This purpose or goal is the basis for organizational activities. It is true that means can come to be emphasized more heavily than the goal itself, that members of the organization may have no idea of why they are doing what they are doing. Even when forgotten or ignored the goal is still the basis for the organization, since the means would not have developed without it in the first place.

Another factor to be concerned about when using a goal approach is that most organizations have more than one goal. These multiple goals may be in conflict with one another. Even then, they are still a basis for action. The action itself may or may not conflict with other goals. This, however, does not alter the fact that goals still guide what happens in an organization. If the concept of goals is not used, organizational behavior becomes a random occurrenc, subject to whatever pressures and forces exist at any point in time. Since organizations have continuity and do accomplish things, the notion that goals are abstractions around which behavior is organized remains valid.

The analysis of goals, however, is a rather empty exercise until the goal accomplishment or effectiveness factor has been added. Because a goal is something that is sought, the seeking leads to the issue of goal effectiveness. Effectiveness, whether in the eyes of the organization participants, leaders, or workers in the organization, can best be understood in terms of sub-goals. To maximize its effectiveness, an organization must deal with its evironment, which it can try to manipulate to its own advantage. At the same time, to be effective, the organization has to respond to the environment in terms of its structure and internal operations.

Now, let us consider, how these concepts can help us think about organizational planning. We shall proceed by briefly outlining the method being proposed and then explaining in more detail, how it can be applied.

Step I. To begin with the planners must determine a general idea about the organization as to the state of affiars they would like to become a reality. The first step is to develop a single paragraph that indicates the missions or super goal of the organization.

Step II. The next step is to develop a series of sub-goals that would help the organization reach its stated mission or super goal. In keeping with the brainstorming principle, the list of sub-goals will be much longer than the final goal effectiveness system the planners end up with for action purposes.

Step III. Once the list of alternative sub-goals has been developed, the planner then proceeds to rank them. Before making a final decision on the alternatives, the different levels of the sports community should be consulted. In this way the planners will find out what others think and feel before making the final decisions on sub-goals to work on. This kind of feedback must be seriously considered as a basis for sub-goal selection.

Step IV. Now that the planner has created a goal system, the next step is to make up a form expressing this goal system as a set of standards including a scale for rating the performance of the organization. Each sub-goal is converted to criteria language and becomes the standard by which the organization is determined effective or not.

Step V. Assuming the planner has generated a list of sub-goals, has created a sub-goal system of the best alternatives in the list, and has created a list of standards based on the sub-goals that are expressed as criteria, the task that remains is for the planner to develop a plan of action. Keep in mind that the term plan refers to any specific sub-goals that enable the organization to attain its super goal.

Assuming that the first level of sub-goals under the super goal are too abstract to suggest just what the planner must begin doing in particular situations with the people in the organization. The planner recycles the process and concentrates on one sub-goal at a time, beginning with the sub-goal ranked number one. The planner goes back to Step II and generates a list of specific action steps under the sub-goal. Once the list has been developed, then they are rank ordered as in Step III. The results of this work should be a specific plan. This will give definite direction to the organization. This process should be applied to each sub-goal on the list.

Step VI. When the planner arrives at this point in the process, the planning is complete and the stage is set for action. The organization takes over and the plan is put into operation so the super goal is attained.

Step VII. The second part of the planning process comes to the foreground now. The planner should attempt to evaluate progress toward the attainment of those sub-goals. This evaluation process entails looking back in the organization's performance and coming up with a rating on each of the standards.

Step VIII. Having the feedback or the evaluation as a final step in the sequence merely sets the stage for the planner to go back to the drawing boards. The planner goes back to Step V keeping the same first level sub-goals, then creates a new plan of action for the sub goals on the goal evaluation worksheet.

While the eight steps just described represent a basic method of planning for organizational development, at this point, we shall discuss some specific details relating to this situation. In order to develop both the super and sub goals there is a need to consult with the sports community. This might be accomplished ideally through a series of public meetings as described in Appendix I. Another couple of systems that might be effective is the Delphi system and the Nominal Group Technique, a brief summary is found in Appendix II. These two systems would be helpful in working on each of the eight steps.

In reviewing a number of sports plans it was found that the three most common elements in their goal statements were the right for all citizens to participate in sport, leadership development, and the opportunity to have challenging competition at all levels. There were a few other goal elements that often appeared and they were, the need for cooperation between sports groups, the need for facilities, finances, planning, education, administrative support and technical development. Based on this review of sports plans we have prepared a hierarchy of goals that could be usable for the Alberta sports scene.

Super Goal

To provide all residents of Alberta opportunities to participate in the sport of their choice with adequate facilities, finances and leadership which provides a program that is competitive, developmental and fun.

Sub-Goals

1. To increase the opportunities for participation in sport at the local community level.
2. To increase the number of participants in sport at all levels.
3. To provide for quality training and development in sports at all levels with special attention for the elite.
4. To promote and encourage the concept of sport as a family activity that would provide for recreation, fitness and character development.

5. To develop effective volunteer organizers, coaches and officials throughout the province.
6. To provide opportunities for professional sports administrators, teachers, trainers and coaches to improve their understanding of their field.
7. To develop a comprehensive and integrated competitive structure for all sports from the community level to the provincial level, with the exceptional athletes being encouraged to compete beyond the boundaries of the province.
8. To develop opportunities for input from all Albertans to provincial sports organizations.
9. To ensure that all Albertans have access to appropriate recreation and sports facilities.
10. To maximize the use of existing school, college, university and community facilities; at the same time, to make sure when new sports facilities are being constructed that they are built to national standards, along with that of the schools and the community.
11. To ensure that the facilities are accessible to the disabled.
12. To provide for the construction of a Provincial Sports Center.
13. To provide for opportunities for the development and upgrading of facilities managers.
14. To provide incentives to coordinate sports in the Province of Alberta.
15. To ensure that sports' organizations include financial support to all levels of sports.
16. To provide not only top level facilities, but equipment and related technical information.
17. To monitor and evaluate programs of competitive sport at the provincial level.
18. To educate and inform the public outside of sport and the volunteer inside sport.
19. To provide the necessary support structure of management services.

MAJOR SECTORS AND ACTORS

Sports facilities, activities and programs are provided by a multitude of organizations many of which have been created to meet the demands for specific types of sports opportunities. Some organizations serve only their members, others benefit the entire province. Many are concerned with a single sport while others offer a wide range of sports. Some organizations exist to provide for the elite athlete while others are for the enrichment of all. Sport is the exclusive or primary concern of many organizations, whereas it is merely an incidental activity of others.

A simple and logical grouping of these organizations can be made under the following headings:

(1) governmental - those created and administered by provincial and local government;
(2) voluntary - those supported primarily by private funds, which render community services;
(3) private organizations - those clubs and associations organized primarily for the benefit of their membership;
(4) commercial organizations, including many business organizations which cater to the general public demand for sports activities.

The provincial government is a major sports sector on the Alberta Sports scene today. The major actors within this sector are the Minister of Alberta Recreation and Parks; the Deputy Minister of Alberta Recreation and Parks; the Assistant Deputy Minister of Recreation and Development Division; the Director of Recreation Programs Branch; Director of Recreation Field Services Branch; Section Head, Sports and Fitness of Recreation Programs Branch; staff members of the Sports and Fitness section of the Programs Branch; and staff members of the Recreation Field Services Branch.

Local government is another major sector on the sports scene in Alberta. The major actors in this sector are the city, town and municipal councils, their recreation advisory boards, and their recreation department staff members. In some cases the cities, towns and municipalities join together and develop regional associations that provide sports activities. The actors in this case are professional staff members from the city, town and municipal recreation departments plus volunteers from the surrounding area.

Another part of the government sector are the schools, which consist of elementary, secondary and post secondary levels. The actors in this part of the sector are school board members; principals; teachers; associations such as the Alberta School Trustees Association; Alberta Teachers Association, Health and Physical Education Council; Alberta Schools Athletic Association; Alberta Colleges Athletic Conference; University of Alberta, University of Calgary, University of Lethbridge and their athletic department staff members.

Finally, the fourth sector is the commercial establishments that play a role in the sports scene of Alberta. There are the professional football, basketball, hockey and soccer teams. In addition, there are bowling, archery, swimming, racquetball and other centers established. These centers usually have personnel trained to teach people how to perform the skills.

Each of the four sectors have a mixed role and it is difficult to limit them to one specific goal. However, there is need for some agreement as to which sectors should be leading and which should be playing a supportive role.

SYSTEMS THEORY

Many traditional organizational theories have been found wanting largely due to their emphasis on management groups as fragmented and closed social systems acting independently of external forces. Although the development of general systems theory began within the field of biology, with the emphasis on systems interdependencies and the importance of openness to the environment, its subsequent development has resulted in the application of open systems approaches to the study of all institutions including large scale complex organizations (Baker, 1973). A system has been defined as "the totality of elements in interaction with each other" (Bertalanffy, 1956), "the totality of objects together with their mutual interactions" (Hall and Fagen, 1956), "unity consisting in mutually interacting parts" (Ackoff, 1973), and a "recognizably delimited aggregate of dynamic elements that are in some way interconnected and interdependent and that continue to operate together according to certain laws and in such a way as to produce some characteristic total effort" (Boguslaw, 1965). If the system is regulated it will incorporate a return of output into the system through feedback. It is adaptive if exchanges between the system and the environment lead to an improved continuance of the system. General systems theory is, then, primarily concerned with problems of relationships, of structure and of interdependence rather than with the constant attributes of an organizational body. It provides a framework for visualization of internal and external environmental factors as an integrated whole.

It is extremely important to note at this point that in dealing with a large number of administrative bodies as Alberta is in the area of sports, recognition of the integrated nature of the entire system, including the fact that each sub system gives and receives both input and output and may be viewed as a self contained unit, is of necessity. Consequently, not only the system as a unified whole but each successive subsystem must approximate an open approach whereby external and internal feedback is incorporated towards the increased effectiveness of both.

A systems approach to the planning process then, is one through which needs are identified, solutions are chosen from alternatives, methods and means are obtained and implemented, results are evaluated and required revisions are made (Figure 1). It is a type of logical problem solving process which is applied to identify and resolve problems through an orderly sequence of identifying and priorizing differential components and relationships involved in the functioning of an organization.

The business organization illustrates a man-made system which maintains a dynamic interplay with its environment, clients, competitors, suppliers and many other agencies. Furthermore, the organization is a system of interrelated parts working in conjunction with each other for the purpose of accomplishing a number of goals, both of the organization and of the individual segments. The common analogy is with that of the human body, with the skeletal and muscle systems representing the operating elements and the circulatory system as the necessary staff function. The nervous system is the communication ingredient while the brain symbolizes top level management or the executive committee. In this sense, an organization is represented as self maintaining structure, one which can reproduce and which posesses multilateral as well as unilateral goals.

Structuring an organizational plan such as the one required for Alberta sports does not eliminate the necessity of the basic functions of planning, organization, control, evaluation and communication. However, a definite alteration in emphasis needs to occur in order that, the functions are performed in conjunction with operation of the system and not operation of separate entitites.

Planning

In addition to the master planning of top level management, an intermediate planning council receives informational inputs from the environmental and competitive systems. It combines these inputs from feedback information from the internal organization system which may then serve a key decision-making function. Under the systems concept of planning, a direct relationship exists between the planning performed at each of the three levels of management. The first planning level at the municipal or local division receives informational inputs from the environment in regards to society's needs and desires. It then translates this into input for the next planning level which in turn moves to a more detailed level of planning and provides input for the third or project level. Given the inputs in regards to premises, goals and limitations, the project managers are then delegated the function of integrated planning for their project.

Organization

Adapting the sport administering organization towards the systems concept places emphasis upon the integration of all activities performed at the local or regional level towards the accomplishment of overall goals but simultaneously recognizes the importance of efficient subsystem performance as well. Perhaps the point of greatest importance in relating the systems concept in organizing pertains to the decentralization of decision-making and the increasingly effective utilization of the allocated resources to the system. This illustrates the merit of achieving accountability of performance through the measurability of individual subsystems in operation.

Control

The systems concept features control as a means of gaining greater flexibility in operation and, in addition, as a method of avoiding planning operations when variables are unknown or when forecasted trends appear dubious. Every system should be designed to construct its own corrections when necessary. That is, a means should be provided to reallocate activities and objectives at lower levels should conditions or other input vary.

Communication

Communication plays a vital role in the implementation of the systems concept. It is the connecting and integrating link among the systems network. The flow of information, energy and materials are all coordinated via cooperative communications systems.

By definition, communication involves a sender, a receiver and a message. Several factors often create interference of the message however, and will easily disrupt the effective information flow to all levels of the system, thereby destroying the basic assumption of cooperative effort. There may be difficulties with the skills of the sender or receiver or inconsistencies with the actual message. In terms of communication barriers or "system noise", interference may deal with attitudes, prejudices, frames of reference, distortion, reduction or semantic interpretation.

Attitude projection during objective communication occurs often. Although the manager may find it much easier to direct subordinate levels, communication will be much stronger if empathy and acceptance occur between all levels of the system and also with the external forces supplying input to the system.

S. I. Hayakawa equates the ability to communicate with cooperation with human survival. A mutual willingness between the sender and receiver must exist in order that the message may proceed, unobstructed through the process. Thus, a mood of empathy will be created, thereby clearing the way for product response.

Evaluation

Conceptualizing an organization as an open system has implications in evaluating organizational effectiveness. Etzioni (1973) suggests that a system model approach to evaluation is not initiated with the goal itself. In addition to the achievement of goals and objectives, Etzioni suggests that the organization be evaluated upon the effective coordination or organizational subunits; the acquisition and maintenance of necessary resources to satisfy existing needs; and the adaption of the organization to the environment and its own internal demands. He indicates the prime question as being: Under the given conditions, how close does the organization approach optimum utilzation of all resources?

In applying an open system evaluation, locomotion is made away from the emphasis on output to a concern for throughout as well as input processes. Bennis (1973) assumes the view that the processes through which an organization searches for, adapts to and solves its changing goals are crucial in making inferences about the organization's effectiveness in meeting its major challenge - coping with environmental stress and change. Similarly, Baker and Schulberg (1973) recognize the importance of feedback and the ability of the organization to "exploit its environment to the fullest in the acquisition of scarce and valued resources". Thus feedback as an integral component of the open system will be examined next.

Feedback

Perhaps the most essential feature which characterizes all open systems is the presence of feedback. Feedback is not mere response to an existing condition. Rather, in a more human context, it involves the willingness to ask for and to give intelligent reactions to specific messages or situations - reactions which are then used to modify that condition to better suit future use. As an administator, using feedback skills properly will enable the gathering of information from external or internal sources as a means of correcting or improving upon inappropriate behavior or activities within the organization. He may also be able to reinforce patterns of behavior which are satisfactory and thus strengthen effectiveness.

Feedback loops in a sport plan utilizing an open system would be of several types. The individual - work group loop exists between the functioning administrative body and the individual low level volunteer. In the instance of Alberta sport, this may involve communication between a coach and governing sports body through whom work norms, values and expectations are passed. Within the individual-supervisor loop a channel exists along which "official" information is passed. This feedback will undoubtedly reflect the supervisor's values, although, ultimately it should merely reflect the philosophy of the entire executive level. Again, within Alberta sport, such conditions may exist between the president of the Alberta Basketball Association and an employed coach, for example. Yet another feedback system is that involved in the system - society loop whose function is the stability of environmental demands.

In order that such feedback loops may perform the effective functions of awareness and modification, Dyer has proposed a number of significant techniques in the feedback process. In asking for feedback these include:

1. Individual direct request in a one-to-one session.
2. Written request.
3. Priming the Pump by proposing vague statements with the hope that the receiver will be stimulated to give feedback.
4. Total group meetings with a dialogue between the managerial segment and his subordinates.
5. Instrumental Data Collection through use of questionnaire or other measuring tool.
6. Outside Consultant feedback. (Dyer, 1972)

Several types of feedback analysis are commonly utilized in an open system. Two of them proposed by Kaufman will be briefly discussed.

The mission analysis states the overall goals and performance requirements of the organization and further states a management plan showing major milestones or central pathway for solving problems. (Figure 2)

Functional analysis identifies the process for achieving requirements and accomplishments in terms of administrative levels. (Figure 3)

Traditionally, business firms have not been structured to utilize the systems concept. In adjusting the typical business structure to fit within the framework of management through the systems approach, certain organizational changes may be required. It is obvious that no one overall sports structure in Alberta can meet all requirements of each smaller administrative body. Thus, a coordinated master system must be implemented which allows for maximum feedback communicated from the most basic local levels to the executive administration.

SHORTCOMINGS AND STRENGTHS OF OTHER PLANNING EFFORTS

Before getting into a discussion of potential recommendations, it is worth noting planning attempts of other provinces in Canada. Since the early 1970's there has been the assumption that planning is a key intervention to bring about change in provincial sports delivery systems. To name a few reports that either are plans or recommend planning areas follows: "A Survey of Alberta Provincial Sports Organizations, 1973;", "Commonwealth Sports Study, 1974;", "Ontario Sport Plan Report,", "Amateur Sport in Nova Scotia: A Consultative Paper, 1980;" and "Sport in Alberta: Let's Work Together, 1980."

Each of these reports were developed to try to help meet specific needs of their province. In most cases these reports indicate a series of goals or expectations sports are to fulfill in the province. There is also an attempt to define the roles of the different sports related organizations.

To try and indicate shortcomings of each of these reports is impossible. The reason for making this statement is because each report was written for a particular province at a specific time. However, if we were to try to use many of these reports to help Alberta's situation there would be shortcomings.

One of the shortcomings would be that they do not usually go far enough. They usually do not get specific enough to be meaningful. There does not seem to be enough input from local and regional levels. More specifically, there is very little input from the general public.

The reports do not indicate the developmental nature of the process, that is, it takes a great deal of time for goals to be accomplished, and also, that it takes time to build up to certain organizational structure. Change is going to take time and it will come little by little. In this respect the reports are not realistic.

RECOMMENDATIONS

1. It is recommended that since sufficient justification exists for the need of a restructuring of sports in Alberta, a detailed sports plan be developed.
2. In comparision to other provinces and countries, it is recommended that their stated goals and objectives be valued, however, that their application be modified to suit the particular situation as it exists in Alberta and extended to include the process through which they may be attained.
3. It is recommended that a reassessment and clarification of goals be undertaken in the Province of Alberta.
4. It is recommended that the adopted plan be flexible enough to allow for use by differing personnel entering the system, although the sectors themselves may not alter appreciably.
5. It is recommended that the provincial sports plan involve a massive input from local, regional and provincial sports organizations, involving literally thousands of inputs for synthesis, analysis and integration into the plan.
6. It is recommended that information regarding the needs, goals, interests, aspirations and problems be gathered from the sports community as well as the general public and that it be of major significance in the formulation of a sports plan.
7. It is recommended that the master sport plan be one which illustrates an open systems approach with extensive opportunity for initial and continued internal input within the governing organizations and for external input from the general public.
8. It is recommended that if urgency out weighs the preferred systematic long range analysis, that shorter systems may be applied such as the Delphi system, conference and/or white paper approaches.

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APPENDIX I

GOAL INDENTIFICATION

In order for the government to focus on planning, it is necessary to identify the pervasive goals which will guide the government. First a detailed schedule for conducting a goal identification study must be developed.

Steps in Goal Identification

1. The process is a forced choice technique used to prioritize given goals. Individuals are given a card in which he/she rates each goal. Small groups of three to five persons are formed to rerank the goals through a group consensus process. All group scores are averaged to arrive at an overall large group rating for each sub sector. All group scores are used to calculate a total sports group or general group rating.

2. Populations to be involved in the goal identification process and the strategies for their involvement are identified in the following table. (Table 1)

Table 1

Goal Identification Population

	Population	Sampling Procedure	Delivery System
1.	Community	Send to selected rural and urban communities. Recreation Departments randomly select community members.	Goal setting session at a site determined by community

2. Executive members	Invite all sports related groups to participate.	Goal setting sessions in central locations for members of groups to participate at one time.
3. Professional Staff	A random sampling of full time personnel working with sport.	Goal setting session in central locations for members of professional staff.
4. Participants	Random select 5% of the sports participating population at the upper elementary, junior high and high school, colleges, universities, and community adult sports leagues.	Goal setting sessions held at schools, colleges, universities and community centers.

3. Necessary materials should be packaged and distributed to the leaders of the different populations indicated in the above table. Instructions should be included as to how to conduct the process.

4. Each organization would indicate a study coordinator. The coordinator would conduct the session and indicate the numbers. The results should be packaged and returned to the Alberta Recreation and Parks.

5. Results should then be entered into the computer and the data summarized and analyzed.

6. Preliminary report and analysis should be prepared for Alberta Recreation and Parks. It should then be disseminated to those who participated.

7. Findings should be synthesized with the results of other components of the needs assessment study for further in depth analysis.

8. Final report should be drafted.

APPENDIX II

The Delphi Technique

This technique involves the implementation and comparison of public judgement on a particular issue of concern. Sequential questionnaires are interspersed randomly throughout community, each questionnaire providing summarized information relative to the issue and feedback of opinions from earlier responses.

The Delphi process retains the advantage of attaining the responses of a large sample of judges while removing the biasing effects which might occur during face-to-face interaction. The most basic approach has been that of collecting anonymous judgements by mail questionnaire. For example, the members of the opinion group independently generate their ideas in answering the first questionnaire and then return it. The research staff summarizes the responses and feeds this summary along with a second questionnaire for reassessment. Based on this feedback, the respondents independently evaluate their earlier responses. The underlying belief is that the consensus estimate will result in a better decision after several rounds of anonymous group judgment.

The Nominal Group Technique

NGT has gained increasing recognition in health, social service, education, industry and government organizations. The term nominal refers to processes which bring people together but do not allow them to communicate freely and verbally.

NGT proceeds in the following manner: A group of individuals meet but do not speak. Rather, each person writes an idea on a piece of paper. After several minutes, a structured sharing of ideas occurs. The output of this phase is a list of ideas. The next phase involves structured discussion in which each idea receives attention before voting. The final state involves independent voting in which each participant selects priorities by ranking or voting. The group decision is the mathematically pooled outcome of the individual votes.

Practical considerations influence which technique is used. For example, such factors as the number for working hours available, costs, and the physical proximity of participants will influence which technique is selected.

FEDERAL AND PROVINCIAL GOVERNMENT:SPORT ISSUES AND CONSIDERATIONS

DAN PUGLIESE

This paper deals with a historical development of Federal Government involvement in sport in Canada and examines major issues and problems regarding Federal and Provincial Government involvement insport from both conceptual and operational perspectives. The paper discusses topics of jurisdictional boundaries, role clarification, philsophy, programming and funding, and international events, to name a few. The paper also offers recommendations to help resolve some of the issues.

HISTORICAL BACKGROUND

The first National Physical Fitness Act passed in 1943 and repealed in 1954 did achieve some success in the Federal-Provincial field. While this Act could only provide up to a maximum of two hundred and fifty thousand dollars ($250,000) per province, it did encourage several provinces to establish recreation and sports programs. In addition, it also created a physical fitness division in the Department of Pensions and National Health which was responsible for administering the Act.

It is interesting to note that under the duties and powers of the Council in this first Act that there are a number of points that today would be criticized severely by the provinces as being out of the jurisdictional area of the Federal Government.

During the seven year interim before the Fitness and Amateur Sport Act was passed in 1961 there was pressure from a variety of sources on the Federal Government to become actively involved in the broad area of physical fitness, recreation and amateur sport.

In 1957 the Canadian Sports Advisory Council, the forerunner of the Canadian Amateur Sports Federation presented a major brief to the Federal Government urging it "to take immediate and effective action to improve the level of physical fitness to all Canadians." They commented at length on rising health costs and declining competitiveness of Canadians in international sports.

In June 1959 in an address before the Canadian Medical Association, the Duke of Edinburgh strongly deplored the low fitness levels of the Canadian people. He urged that an effort be made to encourage people to participate in sport and recreational activities. Needless to say, his address attracted widespread attention.

Parliamentarians like Doug Fisher, John Brown and John Taylor urged the Federal Government to get involved in the field again. They based their arguments on the following:

1) A concern for the physical fitness levels of the Canadian people.

2) Their concern over the growing lack of success in international competition.

3) Their belief that sport was a legitimate contributor to Canadian culture and as such was as deserving of Government support as were the arts and sciences.

It is interesting to note that despite the Diefenbaker's administration's professed concern for physical fitness, the Minister of National Health and Welfare, J. Waldo Monteith during the second reading of the bill pointed out to the members that considerable emphasis was being placed on assistance to amateur sport and he went on to devote the major part of his speech to the necessity of supporting the elite athlete in international competition.

In spite of all references to fitness, the Fitness and Amateur Sport Act is essentially a sport act. This was also the case in the old National Physical Fitness Act in which Council minutes are filled with references to physical fitness, but the program was almost entirely devoted to physical education, sport and recreation. Clearly the practical approach in both programs was intended to be fitness through sport and recreation. The administrative pattern of the Directorate which emerged following passage of the Act reflected three main policies:

1) Strengthening grass-roots at the community level through a federal-provincial cost-sharing agreement.

   In February 1962, Prime Minister Diefenbaker declared the basic aim of the new Fitness and Amateur Sport Act to be encouragement of a national movement to develop the fitness and stamina of Canadians. This could best be done by stimulating self-help at the community level, where the main needs were for expanding recreational opportunities under skilled supervision; there was also a real need for increased research on problems of fitness.

2) Assisting in developing the professions of physical education and recreation through support of research projects and by a system of scholarships and bursaries.

3) Strengthening sports governing bodies and program-operating agencies through a system of grants to aid in such projects as competition, training, administration and promotion.

In early 1963 approval had been obtained for half of all funds provided to be allocated to the federal-provincial program and the other half for fitness research, national and international competitions, scholarships, bursaries and for the information program. This would have permitted a maximum provincial allocation of two and half million dollars.

Under the terms of the three year agreement, it was pointed out that unless the provincial program produced the results expected consideration might be given to diverting this portion of the funds to the national sport governing bodies. A major aim of the Act was to promote mass participation in sports. To achieve this aim close cooperation between the national sports governing bodies and the Provincial Governments would be instrumental in bringing about this liaison.

In point of fact, assistance to the provinces never exceeded one million dollars even when the program was spending its full allocation of five million dollars.

In June of 1965 it was agreed that an attempt should be made to get more provincial money allocatted to competition through discussions with the provinces and, if neeeded, with the sports governing bodies. It was decided that the Federal Government should invite the Provincial Ministers of Health and Education to meet and discuss the importance of mass participation in Fitness and Sports programs. And that those provinces which have not already done so, should be encouraged to set up councils comparable to the National Advisory Council.

During its evolving years the Fitness and Amateur Sport program was basically two-pronged. On one side was the Federal-Provincial program administered by the Directorate. On the other side were the grants to national associations, scholarships and research. On this second side the National Advisory Council fulfilled an executive role.

Over the first seven years of operation the Fitness and Amateur Sport program reflected an ambition to be all things to all people. It was involved in:

1) Grants to national associations
2) Federal-Provincial cost sharing agreements
3) Scholarships and bursaries
4) Support for research
5) Informational and instructional materials
6) Consulting and advisory services

By 1968 the Federal Government was into the fifth year of its cost-sharing agreements with the provinces. Serious consideration was being given at that time to the advisability of continuing these agreements upon their expiration in 1969.

As a result of the Task Force Report on Sport which was submitted in February 1969 and the study done by P.S. Ross in the Fall of 1969 there was a great deal of internal thought and discussion which culminated in John Munro, the Minister of Health and Welfare announcing a "Proposed Sports Policy for Canadians" in March of 1970.

The philosophic base for this policy was that the Federal Government would no longer attempt to be all things to all people. Now that Provincial Government programs were expanding and national sports governing bodies were being strengthened, the Federal Government would focus its attention on those areas in which it had a legitimate responsibility, principally at the national and international levels. One of the proposed highlights was: Termination of the Federal-Provincial agreements as of March 31, 1970. $500,000 was made available to help the provinces phase out in 1970-71.

In 1971 administrative changes were made. In May Munro announced his second policy statement on sport and recreation. A highlight was the establishment of two directorates within the program. Sport Canada would be concerned with improved levels of competition in sport at the national and international levels. And Recreation Canada would be concerned with encouraging the participation of Canadian people in physical activity.

In 1971 the second Monmorency Conference on Leisure brought together leaders in education, labor, psychology, sociology, economics, government and business in an attempt to formulate principles which could serve as the basis for the development of policies and programs by all levels of Government, by public and private corporations and other engaged in the provision of free time opportunities.

The Canada Games were conceived as a major national developmental competition which would bring together a maximum number of athletes from all the provinces and territories in a multi-sport environment. The first Games were held in the winter of 1967 in Quebec City. After the success of the 1967 Winter Games and the 1969 Canada Summer Games in Halifax-Dartmouth, Nova Scotia, the Canada Games Council was formed as the official "guardian" of the Games. Its four components are the National Advisory Council, the Fitness and Amateur Sport Branch, the Sports Federation of Canada and Provincial and territorial fitness and amateur sport offices. Having the responsibility for overall supervision of the Games, it invites and reviews bids from pre-determined Provinces to host the Games and recommends suitable Games sites to the Minister at the Federal level responsible for sport.

The Artic Winter Games held every two years since their inception in 1970 are open to all northern people above the sixtieth parallel. Teams from the Canadian Yukon and North West Territories, Northern Quebec plus Alaska have actively participated in past games. The Artic Games provides the opportunity through sports for the social and cultural meeting of people of the Artic to become acquainted with their differences and their similarities.

The Northern Native Games began in 1969 when it was announced that the proposed Artic Winter Games competitive schedule would include only "southern" sports with the traditional native Artic sports only appearing as a cultural demonstration. The Northern Games brings together Indians, Metis and Inuit of the northern regions for friendly competition. Financial support towards the staging of the Games and transportation of participants is shared by the Federal and Provincial/territorial Governments and private enterprise.

In 1973 the Canadian Olympic Association, the Federal Government and some of the Provincial Governments teamed together in a venture called "Game Plan." This program is concerned with individual developmental programs, improved coaching, intensified training and increased competitive opportunities for national athletes. After the '76 Games in Montreal, the Federal Government assumed complete financial responsibility for the program. The Provinces have complimented the Federal Government support programs in this area by providing assistance to the developing athlete through a number of programs of their own.

In 1979, Iona Compagnolo, the first Minister of State for Sport, issued a discussion paper on Fitness and Recreation and a White Paper dealing with sport.

In recreation the Federal Government recognized that it was a field in which a primary role had been willingly assumed by the Provinces and the Municipalities, although the Federal Government would have a continuing responsibility for establishing and maintaining national goals and standards in health and fitness. The White Paper on Sport was concerned primarily with the development of a national sport policy to meet the challenge of international competition through the production of sports programs for athletes by sports governing bodies.

The White Paper emphasized that in a Federal State it is essential that there be cooperation between Federal and Provincial authorities. The paper emphasized this fact when it stated:

> "The controlling consideration from the Federal point of view is the pursuit of excellence in athletics nationally and internationally. The Federal Government will therefore assist whenever possible and desired, Provincial Governments in the development of their sports programs and coordinate the total effort towards the realization of national goals in ahtletics. National and Provincial sports programs will inevitably have some tendency to overlap"..."It is vital to the building of a healthy sports culture that the two levels of Government work cooperatively together with a clear understanding and acceptance of their respective roles."

Although the spirit of cooperation was spelled out in the two documents, it becomes obvious that a number of major issues exist between the Federal and Provincial Governments. These issues and problems are the subject of the next section of this report.

MAJOR ISSUES AND PROBLEMS

As the provinces became more involved in sport, recreation and fitness, it is not difficult to understand how conflict situations have been created between the two levels of government.

Because the Federal Government was first to get involved in sport, it obviously ventured into areas that are historically recognized as jurisdictions of the provinces. There is evidence of this when you examine the objectives of the first Fitness Act. Couple this with the uneven involvement paths of the provinces and the smorgasbord design of the Canadian sport structure and it is easy to see how the issues have developed.

The Federal Government continues to commit to national elitism, but it also bounces in and out of the recreation and fitness markets. Crisis situations also control when the focus returns to the elitism responsibility. Had we gone to Moscow and competed in the Olmpic Games, it is probable we would have fared badly. Panic would have set in based on concern for our lack of good results. Then the focus would have shifted to the technical programs at the national level and the spurt would be on. However, this did not happen. As a result there is no panic to come up with improvements for the development and training of national athletes. In fact, there has been a shift back into the fitness field with the "Canada Fitness Survey", and the spending of 2.9 million dollars on this study.

The remainder of this section will identify the issues and problems as they exist today between the Federal Government and the provinces. Recommendations will also be made where it is felt they can be of use to the Alberta study.

Some of the issues are philosophical, while others are of a practical nature. All are included because they could affect the relationships between a province and the Federal Government as well as affect the operation of sport within a province.

1. SPORT STRUCTURE

One of the basic problems existing between the provinces and the Federal Government is that each does not view the sport structure in Canada in the same way.

The Federal Government has in the past viewed mass participation and excellence as being inter-related but independent. The provinces suggest they are simply two poles on a continuum and that both must be considered before a policy can be set for either.

This has been one of the prime reasons why people cannot understand (those who believe in the continuum theory) how the Federal Government can move ahead setting policies and developing programs without looking at the mass participation side. This problem has become more acute and the basis for the provinces criticizing the Federal Government for failure to consult with them prior to making decisions unilaterally on national programs.

The first step is to recognize that many issues stem from this one problem. The provinces and the Federal Government are not starting from the same base when they develop their programs. Solving this problem would make things much easier for both governments and ultimately, for the athlete and the sport community. Program development would be more precise and the integration of effort more efficient. Plus the elimination of duplication would be beneficial and cost saving. It is not the objective to debate in this paper which side is right but simply to point out that there are two theories and that a solution to the problem is essential.

1. RECOMMENDATION:

Alberta should push for a meeting of Ministers, appropriate officials and consultants of either all the provinces and the Federal Government of Alberta with the Federal Government alone to attempt to come to a consensus or understanding of the sport structure in Canada so that the province(s) and the Federal Government are starting from the same base.

JURISDICTIONAL ROLES

From the type of consensus we were talking about in our first recommendation would flow the identification of areas of responsibility and the implications to each government those responsibilities would entail. It is generally agreed now that the Federal Government has responsibility for elite development, and that the provinces have responsibility for the development of mass participation. Both seem to accept responsibility for fitness.

Depending on what sport structure each recognizes will determine how each party will relate to each other. If they both recognize the same design, then they will also be clear on the effects any action they take will have on each other's responsibilities.

Even when areas of responsibility are agreed upon, there are always grey shadings. Is an athlete who is one step below a national team the responsibility of the national program? Or of the Provincial Organizations? Depending on the recognized sport system that each believes exist, there could be segments of sport that are not being looked after by either level of government. It is not sufficient to simply agree on the general areas of responsibility but instead to clearly ennunciate to each other what precise parameters exist around each area of responsibility. The first place to begin to sort out these grey areas is to decide on the jurisdictional responsibilities of each level of government and to determine how far the responsibility should go in each jurisdictional area.

The care and support of the athlete is one area that needs clarification. Discussions should be held between the provinces and the Federal Government to clearly define how far the responsibility should go for both parties. Another area of confusion is with intercollegiate athletes. Because education is a provincial responsibility, should the provinces be responsible for funding intercollegiate support? Or is this to be shared? There are some provinces that believe that this is a shared responsibility as far as funding is concerned. The issue stems from the Federal Government becoming involved directly in the funding of national programs, travel subsidies etc. These provinces feel the money should be channelled through them rather than going directly to the universities through the Canadian Interuniversity Athletic Union (CIAU).

The principle of how funding is accomplished shows up in a number of other areas including the theory of "equal opportunity" for all Canadians. There is no doubt that both levels of Government agree that they have a responsibility to see that all Canadians have an opportunity to compete or to participate. The question of how this is to be accomplished is always the issue. If the Federal Government decides that it can accomplish this objective by carrying out a certain program, then, it funds directly. The provinces would like to see the Federal Government agree that it has a responsibility in this area but it would prefer to have the Federal Government turn over the money and have the programming carried out through the provinces. The provinces feel that consultation in these matters would be essential and become part of the process. The Federal Government however in areas of jurisdictional responsibility would prefer to decide itself on the programming and on the delivery system to be used.

The Federal Government would also prefer that in areas where it does not have jurisdiction, it should not be involved at all. In recreation for example, the Federal Government recognizes this as an area belonging to the provinces. The provinces want the Federal Government to provide funding through them. The Federal Government states that because this is an area entirely within the jurisdiction of the provinces, no funding would be available. In areas like opportunity for all in sport where the responsibilities are split, the issue is different. The provinces want the Federal Government involved as far as funding is concerned. The Federal Government recognizes its responsibility at the national level and will fund programs based on "opportunity" that are within its jurisdiction. The provinces, of course, would like to see the Federal Government go further and help them to assist with funding in other areas reaching down to the grass roots level.

In more practical terms, another issue has arisen concerning tax deductions for the private sector. The provinces would like to see federal tax legislation extended to provide tax deductability to those individuals or businesses that help sport at the local level. This issue is nor resisted by federal sport officials as much as it is rejected by the Revenue Department who view the tax deductions as being significant if permitted down to this level with a subsequent loss of government revenues from tax payers and business.

Another issue which comes to the surface periodically between the two levels of government is the use of lottery funds for sport purposes. The Federal Government has always been more flexible in using lottery funds directly to support organizations and projects engaged in sport and cultural activities. The provinces have consistently channelled the revenues from lotteries into general revenues preferring not to fund important ideas like sport from a source that could be inconsistent.

The entire question of the Federal Government's right to run a national lottery has been a major issue between the provinces and the Federal Government. Even though the Federal Government relinquished its role in lotteries when the Clark Government was in power, the liberals are showing signs of getting back into the lottery business or some related form to it. Because of the relationship a national lottery has with sport the issue is likely to flame up again. If it does it will be on two fronts. First a confrontation related to the Federal Government or a national organization being in the lottery field. And secondly on the issue of the funding of sport through lottery revenues.

Finally, under this section on jurisdictions there is the question of leadership or image that has created issues between the two levels of government. In a number of instances the Federal Government has taken what has been described as a "leadership" role which tends to irritate provincial politicians and officials. One of the most recent examples was tied to the unification or consolidation of sport. The provinces do not believe the Federal Government has any jurisdiction in influencing this action by sport. The Federal Government counters with the answer that it is not trying to force sport to unify or consolidate but simply taking actions related to its own areas of responsibility that would be more effective for all involved if sport was a unfied body. They state they are simply creating an environment that would allow sport to consolidate if it decides to do so. The other part of the provincial charge is that if sport is to be unified, then all of sport, including mass participation must be included in the process.

Another festering issue in this same area relates to "the take over of sport" concept. There are many sport people and some provincial officials who interpret the so called leadership role of the Federal Government as a guise to a take-over bid of sport at the national level.

Because of the structure and influence of national organizations on all other levels of sport, this concern resurfaces every time the Federal Government announces new programs or displays the trait of "leadership". There is no doubt that programming instituted by any level of government will have a directional and influential pull on those organizations that are to be the recipients of the benefits. If these programs are designed and implemented unilaterally it is easy to question the motives behind the implementation of such programs. In fairness, it must be pointed out that not all sport and provincial people support this theory but the issue continues to emerge and must be recognized.

RECOMMENDATION: Alberta should press for a meeting of the provinces and the Federal Government or at least a meeting of Alberta officials with their counterparts at the federal level to:

1. Discuss and attempt to clarify the jurisdictional areas relating to the two levels of government within the fields of sport, recreation and fitness including a precise understanding of the parameters surrounding each jurisdictional area of responsibility so as to eliminate any "grey" areas that exist.
2. Discuss other areas related to jurisdictional responsibility that may not be included under point (1) i.e., leadership, takeover of sport etc., so that a complete understanding of the position of each can be obtained, even if problems cannot be resolved.

3. OPERATIONAL PHILOSOPHY

Each province and the Federal Government have developed what I would call an "operational philosophy" which dictates how they will achieve the objectives of their mandate.

This philosophy can be seen not as a statement of how they will operate, but rather, as a combination of policies they have developed to provide for needs and to accomplish their objectives.

These policies have been the source of issues that have developed between the two levels of government. In many cases the issue has revolved not around the content or the aim of the policy, but rather, on "how" it is done. This section identifies a number of the issues that exist today mainly because of the methodology that has been employed. The important thing to remember is that there are issues between the two levels of government that exist as a result of operational methodology.

4. NATIONAL GOALS

Before starting to identify individual issues it becomes important that a few words be addressed to the topic of national goals. Although there has been many discussions held over the past dozen or so years, it can be reported that the provinces and the Federal Government have never agreed and ennunciated what they belive to be the national goals for sport in Canada.

The Federal Government has stated what it is prepared to do as it relates to a national plan. But it has never committed itself to a set of national goals and neither have the provinces.

The lack of stated national goals and the subsequent lack of commitment to the achievement of those goals permits different Governments at both the provincial and federal levels to interpret how they are going to accomplish their objectives in a variety of ways. In addition, the bureaucrats, media and consultants can easily influence governments to go in a variety of directions and to employ different structures and methods to accomplish their objectives.

That is one of the reasons why there is such a smorgasbord of methodologies used today by governments when they deal with sport and recreation. There are many knowledgeable people engaged in sport who doubt whether agreement could ever be achieved relating to what the national goals should be in sport, let alone agree to how we should accomplish them. The lack of agreed to national goals will continue to create issues between the two levels of government primarily because of the methodology employed and the fluctuations that occur in direction when governments change.

5. PROGRAMMING vs. FUNDING

Another major problem area that has created differences of opinion is found in the controversy of programming vs. funding.

There are many schools of thought and opinions on this matter. Some provinces feel the Federal Government's role should be to fund programs but not to be involved in them. On the other side the Federal Government feels that when a delivery system is lacking or does not have the credibility to spend public money prudently, it must then become directly involved in programming. This of course contributes to the inconsistencies of operations and in the sport field, is most pronounced.

6. ARMS LENGTH ORGANIZATIONS

The Federal Government has set up a number of "arms length organizations" including the National Sport and Recreation Centre, Coaching Association of Canada, Hockey Canada and Participaction. The provinces feel that confusion is created because of the proliferation of sport organizations being set up in this fashion. There is no doubt that a lack of coordination exists when you have this number of arms length organizations in existance. There is a tendency for these organizations to act independently of one another and to develop policies and to become involved in programs that affect local and provincial mandates. An example of one of these is the certification program in coaching.

The provinces feel that levels I, II, and III are provincial responsibilities and yet we have the Coaches Association involved. They concede that levels IV and V are programs at the national level and national organizations should be involved, but so should the provinces because whatever is done at the national level will have a ripple effect on the lower level programs.

7. PROMOTION

When the Federal Government in its White Paper on Sport indicated it was prepared to get involved in the promotion of sport the provinces once again became concerned. The provinces feel that an increase in promotion will create demands on provincial programs and facilities. They ask that they may be involved in developing the proposed promotion program but there is little indication that the Federal Government sees their concerns in the same light.

8. PROFESSIONALISM vs. VOLUNTEERISM

The Federal Government and the provincial governments have both created a situation that many sport people believe could decrease the number of volunteers involved in sport. By funding the hiring of full-time people to work in sport organizations there is some concern that the full-time people will take over more and more of the functions carried out previously by volunteers.

Adjustments to work loads and responsibilities by the volunteer have been slow in coming. Tension and strains on relationships between the full-time people and volunteers are still as much a problem today as they were ten years ago. Changes in full-time staff have been frequent and the expectations of both have sometimes been quite different.

At the national level more people are being hired as full-time professionals in proportion to those at the provincial level. The Federal Government is supporting the principle of hiring more professionals but also recognizes the importance of the volunteer. At the local and provincial levels the volunteer is indispensable and there is some concern that a trend started at the national level could find its way down to these other levels. The provinces feel that it is essential that the important role of the volunteer be acknowledged, encouraged and expanded. At the national level there is a growing feeling particularly with the full-time professionals that more and more functions of sport associations must be taken over by the full-time people.

9. CONSULTATION

One of the major areas of concern expressed by the provinces is that there is insufficient consultation by the Federal Government in the development of an operational methodology and policies by the Federal Government. The basis of this request is found in the stated position of the provinces when they say that, "as major shareholders and major financiers of amateur sport they obviously require a more intensive consultation than the general public or indeed sport groups" (statement of the collective provincial response to the Federal green paper). Many of the points made in this paper ranging from the different understandings of a sport structure, to the different methodologies used in operations, have contributed to the problem relating to the lack or need for consultation.

10. HOSTING OF INTERNATIONAL EVENTS

This area has been a source of irritation between the Federal Government and the provinces for a number of years. Provincial concern has been with the fact that national invitations have been extended or Federal Government commitments made without consultation with the provincial association or the provincial government. In the past, to fulfill federal or national agreements, provincial governments have either had to provide funds taken from already committed projects or withdraw support which could lower the quality of the competition.

It is obvious that the operational modes of the different governments have developed based on the need to react to a situation or crisis. Depending on what has to be accomplished, governments traditionally find a solution that will fit the need. Program and management designs are a result of what will be politically acceptable at the time and what can be manoeveured through the bureaucracy expediently. One program has very little relationship to any other, therefore, how it is structured is not important other than how well that structure services that particular program. It is imperative that if sport in Alberta is to develop in an orderly fashion, a great deal of thought must be given to two things.

1. The process that is employed to bring the sport system into an orderly progression.

2. The structure that will maintain the sport system so that the returns are both efficient and effective.

There obviously is a lession to be learned when we examine the issues that exist between the federal and provincial governments. In most cases these issues developed because no one paid attention to the process or to the structure. We know the cause of the problems. What will be difficult for the Province of Alberta is to avoid making the same mistakes. Alberta certainly cannot ignore all of the issues that exist between the Federal Government and the provinces. Those responsible must begin to effect solutions or any system that they develop in sport will sprout weaknesses.

Most importantly they must spend time examining and deciding on the process that will take them from the study they are presently engaged in to the implementation of their deliberations through the structure they decide to build.

RECOMMENDATION: Alberta should consider developing a number of principles to govern their operational methodology. These principles should revolve around the following:

- the need to consult with the Federal Government and the areas where this should occur.

- to get involved in programming or to fund; or to do both.

- arms length organizations.

Based on these developed principles coupled with the objectives of the province the structure will begin to show itself. Once this is accomplished the next step is to develop the process of how this should be done.

MAJOR FACTORS

This final section will deal with two influential areas which could affect the development of a sport package for the Province of Alberta.

1. PEOPLE

There are a number of people at the federal or national level who could be factors in the development of sport in Alberta.

Gerald Regan (Minister) an articulate and intelligent person who is still learning about sport in the country. As with most Ministers he will take at the very least a year in the portfolio before he can grasp what the responsibilities entail. Because he is carrying the labour portfollio, sport is secondary. Couple this with his duties in the constitutional issue and he will have even less time for sport. He depends on his personal staff and his bureaucrats more than Ministers in the past. His personal staff has not displayed a great deal of confidence nor an expertise in the area. Very little influence comes from this direction. Regan appears to be a person who will make a decision if materials and facts are presented to him. However, if you wait for action to be initiated from him it could be a long wait. Sport people have not been impressed with his actions to date. Many have had difficulties getting in to see him because there appears to be a protective mechanism built up around the Minister.

Thomas M. Eberlee (DM Labour) - an intelligent, well organized career civil servant who does not have an interest in sport but who deals with it in a logical manner. Because of his position and stature he is an obvious influence on the Minister and if sold on a program can ensure that it will be implemented. A key individual to Federal-Provincial relations. An individual who should be cultivated. Need to be "educated" in a sport sense.

Peter Lesaux (ADM - Fitness and Amateur Sport). The person directly responsible for the Fitness and Amateur Sport Branch. An influential person only because he is the most knowledgeable sport person the Minister and DM come into direct contact with on a day-to-day basis. The Minister depends very heavily on his bureaucrats, so Lesaux is in the position to have a great deal of influence on the development of policies and programs.

Richard Pound (President, COA) - from the sport side, Pound because he will likely retain the presidency for another four year term, will remain as an important sport figure. His knowledge appears to stem from a rather narrow base and because of this his credibility suffers. Because of the weakness of the Sport Federation of Canada, Pound becomes the only recognizable sport figure on the organizational side of sport.

Hugh Glynn (President NSRC) - one of two highly disciplined figures on the service side along with Geoff Gowan in coaching. Because of the size of the Centre and its impact on sport organizations, Glynn does display some influence in the sport community. He has access to the Minister and the Minister has called on him for advice in the past.

Geoff Gowan (President, Coaches Association) - one of the critics of the technical side of sport. Gowan has gained credibility because of his precise, accurate and cryptic analysis of the technical performance of Canadian athletes. Again like Glynn, he has an influence on sport because of the services and involvements the Coaching Association has with sport associations. He does not have a relationsip with the Minister more by choice.

Roger Jackson (VP - COA - University of Calgary) - Roger still has a credibility with national sport because of his technical background, his connection with the COA and his past connection with the Fitness and Amateur Sport Branch as Director of Sport Canada. He could be a future President of the COA. Can reach the Minister if needed and any other sport personality at the national level.

FUTURE TRENDS

Because the Federal Government has displayed very little leadership in sport in the past two years, it is difficult to find any trends that are evident. But perhaps that is a trend. One strong trend that is evident that is not directly related to sport is in the fitness area. The 2.9 million Canadian Fitness Survey engineered by Joe Hauser is interesting to observe. It has been concluded that Hauser was able to convince Tom Eberlee and the Minister that the Fitness and Amateur Sport Act has two points of emphasis - fitness and sport. In past, sport has received the bulk of the money and the influence. Now they attempt it to maximize efforts on the fitness side to give it the same position that sport has enjoyed at the national level. Therefore, more money must be spent on the fitness side, which, it appears has begun to happen.

There has been some upgrading on the athlete support side and a continuing investigation of sport training and development centres. The efforts in this direction seem to be translating themselves into funding for facilities at universities. The more complex question of development centres seems to remain in limbo. One structural change that will occur in the near future will be in the technical area. The support to athletes and technical development will consolidate itself in a structure periphery to the Coaches Association. This will likely be the first step to changing the Coaching Association into a complete technical unit. It would then not be surprsing to see the Coaching Association and the National Sport and Recreation Centre amalgamate into one service entity.

The only other major project being considered at the present time is the "House of Sport" concept. An attempt will be made to move the National Sport and Recreation Centre under one roof and establish a visible image for sport. This proposal will be presented by the Minister to Cabinet in the next few weeks. However, the expense related to this proposal for sport associations over and above what the Government will expend may be too inhibiting and literally impossible to assume for many of them.

POSSIBLE STUDY

I would suggest that because of the issues that exist at the Federal- Provincial level, and because of the importance of having a good working relationship with the Federal Government that a special study be initiated to accomplish the following:

1. Identify and priorize the issues that exist between Alberta and the Federal Governments as they relate to the objectives of the current study.

2. Develop a strategy and a process concerned with the solution of these issues as it relates to Alberta and the Federal Government.

3. Identify any new areas where working agreements between Alberta and the Federal Government are needed and develop a strategy for working out these agreements.

AN OVERVIEW OF SPORT DELIVERY SYSTEMS:

ORGANIZATION AND COORDINATION

ROGER JACKSON

This paper deals with an indepth analysis of the components of the sport delivery system in Alberta. Topics discussed include the roles and problems associated with various agency involvements and jurisdictions; who should be responsible for mass participation and excellence?; and the roles of the education system, governments and local clubs. The paper also makes various recommendations to Alberta Recreation and Parks on the Department's involvement in sport development in general.

INTRODUCTION

The sports delivery system in Alberta, for this review, consists of:

1. Municipal and regional programs
2. Primary and secondary school programs
3. University programs
4. Club and provincial sport governing body programs

1. Background and Historical Perspectives:

I have reviewed certain documents to capture a sense of historical perspective in the province including:

1. An Historical Overview of Sports Development Plans and Strategies Proposed by the various Alberta Provincial Government Departments concerned with Sport and Recreation: by Andrew Curran. 1979.

2. Provincial Sport Governing Body Seminar; Planning and Proceedings: Recreation Branch, Department of Youth, 1967.

3. A survey of Alberta Provincial Sport Organizations: Alberta Culture, Youth and Recreation, 1973.

4. Survey of Provincial Sport Governing Bodies: Department of Recreation, Parks and Wildlife, 1978.

5. Report of the Fitness and Amateur Sport Survey Committee: Province of Alberta, 1963

6. The final report of the Ad Hoc Committee on Sport Coordination in Alberta: Alberta Intersport Study, 1980

7. Various annual reports and lists of annual contributions to sport agencies from the Department of Recreation and Parks, and the former agency Recreation, Parks and Wildlife.

The conclusions drawn from this background are that:

a) All sports delivery systems - primary, secondary and post-secondary schools, municipal and regional programs (including service and church programs) and provincial sport organizations are underdeveloped in varying degrees.

b) The earliest delivery systems, municipal and scholastic, are developing stronger than are the provincial sport governing bodies. Municipalities and schools (including secondary and post secondary schools) have facilities, professional leadership and organizational frameworks for competitive and other programs that have permitted this development.

c) Leadership and financial support has only slowly and recently (within the last few years) been developing from the provincial government to amateur sport programs. Parallel government support to municipalities and the educational system including capital grants for major facilities have dramatically increased in recent years.

d) Provincial sport governing bodies are the most underdeveloped and underserviced (including financial support) of the "major" components of the sport delivery system. They are several years behind the development of provincial sport associations in Ontario and Quebec and the national sports program in terms of support and opportunities.

e) The quality of sport at Alberta universities is the highest in the province in major sports such as hockey, football, basketball, swimming, wrestling, volleyball, etc.

f) There is minimal formal coordination between the components of the sport delivery system - the high schools, the municipal programs, the provincial sport bodies and the universities. There appears to be reasonable cooperation.

g) The numerous structural and leadership changes in the Provincial Government sports bureaucracy and the problems inherent in different ministries (Education, Advanced Education, Recreation and Parks, etc.) having some responsibilities for influencing sport and recreation in Alberta have made effective and coordinated provincial planning and programming difficult. These changes have also hindered the build-up of any real momentum to develop the sport delivery system towards its full potential.

h) The awareness of government sport administrators and planners of developments and programs across Canada is current. There is an attitude of wanting to strengthen the delivery systems. Recreation and Parks don't have the mandate for education in the government, nor can they directly influence the scope or quality of municipal programs. They have, however, a clear mandate to assist the provincial sport governing bodies and multi-sport agencies. They also have a real opportunity to effect coordination with other government departments so as to coordinate planning, leadership and support to various parts of the delivery system. It is recognized that this is easier said than done.

2. Current State of the Art and Significant Issues and Problems

When one attempts to address the question of provincial coordination and organization of the sport delivery system, and the system involves schools (ministry of Education, Ministry of Advanced Education and Manpower), sport (Alberta Recreation and Parks) and municipal and regional agencies (Alberta Recreation and Parks, Municipal Affairs) the first question to ask is whether it is possible. The second is to question whether the coordination and organization really is needed.

To respond to the first question, coordination may not be fully possible. However, priority needs of the various parts of the delivery system may not, in fact, be ignored if direct coordination doesn't occur.

When one asks which single part of the sport delivery system in the province has the most potential for developing participation and skills in sport, the answer is totally clear - the primary and secondary school system, simply because nearly all children go to school for years, and at an age when they can best learn a variety of sport skills.

The school system's contribution in this area could be extended much further, but attitudes may prevent this.

If one asked which part of the system has actually contributed the most in the past twenty-five years, one could conclude that the municipal and regional programs and facilities have contributed as much or more than the school system.

If one asked what part of the sport delivery system has the clearest mandate to develop sport, the answer would be the provincial sport organizations. However, in the last few years only a few provincial associations have shown relatively strong development. Most of the 71 Associations recognized by Parks and Recreation are not well developed. Practically all could contribute much more if encouraged to do so.

So far as administration of each part of the delivery system is concerned, sports programs in both the educational and municipal benefit from professional staff, facilities and administrative services. Sports clubs and associations in the most part don't have these benefits.

Which parts of the delivery system are concerned with mass participation and excellence? In general, the primary and secondary schools and the municipalities are concerned with the former. Provincial sports associations and universities (when one includes intercollegiate and intermural programs) are concerned with both. Sport clubs still remain the main training base for the development of national team athletes in Canada (universities are the primary source for developing basketball, wrestling, volleyball, etc.) However, to state it simply, the existing parts of the delivery system are covering both the mass participation and excellence mandates. To encourage these parts to contribute even more depends on leadership, resources, attitudes, etc. We don't need new delivery systems but, from time to time, we do need clarification of goals, programs, etc., of each part to ensure improved planning.

The structure of competitive sport in Alberta seems adequate. There are inter-club competitions, provincial championships, regional games (Western Canada Games) National Championships and Canada Games. There are municipal and school leagues and interprovincial university competition. The problem with many of these structures is that there are too few participants, not enough competition, and not a high level of competition. In other words, the structures are there but the content is missing. This is mostly true with the club/provincial associations structure, but it is also true to some degree with other parts of the delivery system. The integration or improved coordination of one league with another isn't as significant a problem as is the number of participants or the quality of competition.

Some of the traditional problems hindering the strengthening of the sport delivery system are beginning to be resolved:

a) Primary and Secondary School Programs:
The K-12 curriculum in the public schools is introducing increased sport opportunities as part of the regular curriculum. Significantly increased opportunities, including the availability of specialist teachers in physical education in the elementary schools, are very much needed and should be actively strived for.

b) Leadership Training:
The university degree programs for undergraduate and graduate study in physical education, recreation, and sport at the three Alberta universities are providing a relatively large and regular supply of trained professionals to Alberta school and municipal programs. The provincially supported Coaching Certification Program probably is having some positive impact. Formal training for amateur sport administrators is completely missing. Only with strong sport consultants, in the provincial government, can the education of these volunteers be improved.

c) Facilities:
Municipal and special facilities are beginning to catch up with the community needs. Facilities, such as were developed for the Commonwealth Games, and from the provincial capital grants to municipalities, and those proposed for the 1983 World Student Games (a field house in Edmonton), 1983 Western Canada Games (in Calgary, a 50 metre pool, a diving pool, a field house), and the 1988 Olympic Games will enormously upgrade the opportunities for sport development in the Province.

d) Public Acceptance:

The attitude of Albertans towards sport, recreation and fitness must be improving, following the promotion and experiences of the 1976 Olympic Games, the 1978 Commonwealth Games, Participaction promotion, the Shape-up Alberta and similar promotions, the arrival of professional soccer and hockey franchises in Edmonton and Calgary, the success of Alberta athletes at Olympic and World competitions, etc.

e) Provincial Government Involvement:

Specifically, Alberta Recreation and Parks, in undergoing reorganization and initiating several extensive planning initiatives, is attempting to focus more commitment and direction towards strengthening the sport system.
There are some key problems however which will have to be overcome:

i) It remains to be seen what will be the goals of Alberta Recreation and Parks for sport development; what leadership role will they take (or will they turn that over to a newly formed corporation as the Ad Hoc Committee on Sport Coordination in Alberta recommended in April 1980?); what will be their financial commitment to the provincial sport agencies.

ii) Is the population base of Alberta large enough in the next few years to see major development of many provincial sport associations programs if given the opportunity to expand their efforts. Whereas the current level of financial support to provincial associations for all programs and services is less on a per capita basis than is the case in at least three other provinces, there is also the question that if more funding were provided to many associations whether they would be able to effectively spend these funds. Some sports could but I suspect many couldn't unless strong leadership, planning, administrative expertise etc., were developed to help them.

iii) There may still be the need to clarify jurisdictions, or clarify goals, between parts of the sport delivery system.

iv) The constant change of leadership at the political level, in the government structure, at the government official level, and within amateur sport associations has probably led to much of the lack of development of sport as any other single factor. Many of the arguments in favour of the creation of an "Albera Sport Federation" (Intersport V) make sense in resolving this and other problems. A time comes in the development of sport when it can be turned over to professionals and volunteers working outside the government. The "professionalization" of national sports bodies, many provincial sports bodies and of corporations such as the Coaching Association of Canada, the National Sport and Recreation Center, Participaction etc., all demonstrate clearly that major programs can be operated very well outside of government.

v) The real commitment of provincial sport bodies to dramatically increase their efforts in order to improve their programming must be clarified. Sport must be prepared to be well organized, accountable, enthusiastic and productive in order to attract the confidence of any funding agency.

vi) Whereas providing professional specialists to assist planning and administering provincial sports association programs is absolutely essential, the solicitation, development and encouragement of volunteers to assist all parts of the delivery system is essential. Without question volunteers are the backbone of certain parts of the system. The leadership of all parts of the system must create appropriate ways to recognize and sustain these volunteers.

3. Disussion of the Major "Actors" Within the System

Primary and Secondary School System

Potential Strengths:

- Almost all Alberta children attend for 12 years
- These children are the right age, between 8 and 18, to develop an interest, skills and knowledge of sport.
- Trends towards compulsory and comprehensive P.E. programs in schools are encouraging although not consistent across the province.
- Secondary schools generally have reasonable facilities and the opportunity for professional specialists.

Possible Weaknesses:

- Despite the fact that some schools have very good interscholastic sports programs, at many school programs are not well-developed or well-coached.
- Recreation and Parks can't directly influence school programs; sport opportunities in schools are encouraged or discouraged to a great degree by the personnel in a particular school.
- The quality and scope of program, and the leadership for physical education in some elementary and secondary schools is poor.

Universities

Strengths:

a) Until now, funds totalling close to two million dollars a year have been made available by the three universities to pay for direct program costs (exclusisve of overhead). Students fees only account for 1/5 of these funds, the remainder being provided from faculty allocations.

b) Full-time coaching has been available during 8 months of the year.

c) University facilities have generally been very good.

d) The universities of Alberta and Calgary run intercollegiate programs in 17-23 sports for men and women. The quality of teams from these two schools rates at the very top in comparison with all schools in Canada.

Weakness:

a) Inflation, increased travel costs, the devalued dollar (for purchase of equipment from the USA) and minimal budget increases have pared these programs to the absolute basic level for survival. If viable refinancing of these programs is not forthcoming as early as 1981, ensuring a reasonable prospect for the future, then the termination of intercollegiate sport programs (as has occured at eastern Canadian universities recently) will occur in Alberta.

b) Encouragement of Alberta's gifted athletes to continue to participate in university sport after high school graduation, and to remain in Alberta, will depend on scholarships, the quality of university coaching and programs, and the seriousness of the university to encourage participation in sport alongside the primary goal of providing a good education.

Provincial Sport Governing Bodies:

1) They are perhaps the most underdeveloped resource for a variety of reasons including: low population base, limited financial opportunities, limited self-organization, limited planning, limited promotion, inadequate volunteers, little professional help, restricted access to services, etc.

2) They have a large potential to encourage sport development not only within their own jurisdiction, but within municipalities and schools.

3) It will be necessary to encourage their development by using professional sport consultants, working with the volunteers and professionals of the sport associations to ensure development of detailed and realistic goals and plans and financial and program accountability.

4) In the majority of sports, provincial associations don't play a significant role with their national counterpart.

5) They have dual and acceptable objectives of mass participation and excellence and yet ironically the schools and municipalities develop much greater mass participation and the universities greater excellence in some sports.

4. Future Trends

1. Sport interest should continue to develop in the province both for social reasons and because of stimulation by major events such as the Western Canada Games, the World Student Games, the 1988 Olympic Winter Games, etc.

2. The development of strong provincial sport bodies in many sports will occur if government will encourage it to happen. The support of professional staff, and the provision of services is the key.

3. University intercollegiate sport will decline dramatically if additional non-academic designated provincial financing is not forthcoming. These funds may have to be provided from sources other than the traditional grants to the universities from Advanced Education and Manpower.

4. Competitive excellence will be slow to develop in the province unless technical officials and coaches are allowed to work full-time for provincial sport bodies.

5. There will be a greater demand for 'Masters' competitions in 'lifetime' sports such as running, racquet sports, swimming and, cross-country skiing.

6. The 1983 World Student Games (Edmonton) and the proposed 1988 Olympic Winter Games (Calgary) are a superb opportunity to create provincial revenue generating schemes, and to strengthen all aspects (administrative, technical, promotional) of provincial sports associations. They could strengthen school and municipal programs dramatically as well. The experience of Game Plan between 1973-76 in strengthening the national sports associations is available to assist Alberta planners.

Recommendations

1. Recreation and Parks organize itself to communicate effectively with the education ministries to encourage appropriate school programs for sport and physical education.

2. Recreation and Parks continue to listen to needs expressed by communities and regions and attempt to assist the resolution of those needs. Recreation and Parks should have a philosophy of serving and assisting the communities to achieve their goals, rather than vice versa. I am expressing a confidence in the communities ability to develop their own priorities and programs.

3. Recreation and Parks must finalize its planning (goals, objectives, program thrusts, financing schemes, structure, leadership, etc.), if it is to play the leadership role for the future. This current study, and those that have preceded it recently must evolve into an action plan with a government commitment.
   The key issue is who will provide the leadership for future development and how strong and good will that leadership be. The Ad Hoc Committee Report (1980) to Intersport V, recommending the creation of the Alberta Sport Federation deserves a clear and thoughtful response from government. The suggestion is not new

(i.e. the West German Sports Federation works extremely well in a manner similar to that proposed). In effect, it suggests a change in leadership. This shouldn't be threatening to government, but should be well discussed, soon, before being accepted or rejected.

4. What is the Sport Delivery System striving for? What are its goals and objectives? Specifically, each part of the system has its own goals and objectives which are defined to a greater or lesser degree. It is not appropriate for me to define or interpret these goals for the various agencies but suffice it to say there probably is wide variance in these. It is an opinion, however, that the youth of Alberta should be introduced to a variety of sport activities, preferably those life-time activities such as swimming, skiing, racquet sports and the like. They should be exposed to sport at an early age (8-10 years) when they can begin to master the physical skills. There is no need to introduce highly organized competitive programs for them until they are teenagers. They should have excellent teachers and good facilities. There should be opportunities for all citizens to participate in competitive sport, including groups such as the 'Masters' or handicapped. It is recommended that these principles be incorporated in future sport policy where possible.

As far as excellence is concerned, the goals could be ambitious (why not?) which would not only strengthen training programs, but such goals would put presssure on administration, planning, leadership development, fund raising, etc., to improve. Goals could be:

a) to win the Canada Games
b) to strengthen intercollegiate sport
c) to ensure the new and proposed world-class facilities are financially supported to ensure adequate accessibility by provincial athletes

d) to establish sports medicine clinics in Edmonton and Calgary and any other center that is developing provincial level athletes

e) note recommendation 5a.

5. Recreation and Parks should expand their support to provincial sport bodies.

a) The government should fully subsidize the hiring of executive directors and program, technical, coaches or other personnel for provincial sports associations. These professionals would work for these associations and not for the government. As an estimate in providing reasonable salaries, benefits and security the program would cost 2.5 million dollars per year to service 60 associations.

b) These professionals should be housed in a sports administration center with many subsidized services made available. As an example, the cost to operate the National Sport and Recreation Center in Ottawa, with approximately 60 national associations in residence, is about 2.5 million dollars per year. This is fully provided by a federal contribution. In order to provide the same services in Calgary, the cost would not be less.

c) The sports associations applying for financial support should produce practical and comprehensive 3-5 year plans, including goals, objectives, administration, technical and promotion schemes, etc.

d) When the association presents acceptable plans, adequate program funding must be developed and dispensed in as flexible a manner as possible. Fiscal accountability must be present. An increase in sport association program funding of 1-2 million dollars a year would be valuable as minimum.

e) Annual evaluations of progress of the sport associations in meeting proposed goals should be undertaken.

6. University sport programs should be considered a significant part of the sport program in Alberta, and eligible for financial assistance from designated provincial sport resources. Consultation should occur immediately between universities, Recreation and Parks, and Advanced Education and Manpower to review the existing crisis and to see how it can be resolved.

7. A review of the schemes to finance the operation of the major 'Games' facilities should be undertaken to ensure that provincial athletes can access these at reasonable costs.

8. Major sport and fitness research centers and sports medicine clinics should be established in Edmonton and Calgary, with major assistance from the respective universities there, to allow needed services for community athletes. Financial support, permission to operate medical, physiotherapy services, etc., would have to be provided by the provincial government.

PROVINCIAL SPORT ORGANIZATIONS: ISSUES AND PRIORITIES

BOB BRATTON

This paper deals with the various pressures that confront sport associations and their impacts upon the administration of sport in general in the province. The paper discusses in detail the issues of financial resources, staffing, executive leadership, facilities, referees and officials, coaches, programs, fees and charges, public relations, travel costs, planning and research, and role responsibilities. Recommendations are offered as suggested solutions to these issues.

INTRODUCTION

The role and influence of government on sport in Canada has increased significantly over the past two decades, particularly since the passage of the Fitness and Amateur Sport Act in 1961. The gradual increase in the degree of government involvement at both the federal and provincial levels has been seen in sport and recreation as well as in other social areas. The determined desire by the Federal Government to improve Canada's standings in the Montreal Olympics has put pressure on sports associations to provide a delivery system that will ensure excellence. Training and competition are no longer seasonal. Improved physical education programs in the schools and universities have contributed to the increased number of people seeking opportunities to participate in sport and recreation. Along with increased leisure time and discretionary income, we have seen a number of government incentive programs, grants for construction of new facilities, leadership development programs and special projects provided and these have fostered increased participation in sport.

The establishment of sports administration centres in Ottawa, as well as in provinces like Ontario, Manitoba and British Columbia, has resulted in improved and expanded programs. The availability of similar centralized services in Alberta through the Percy Page Centre and through Sport Alberta has not yet reached the degree of demand seen in other provinces. As more and more associations move to full time staff, one would expect an increased need and demand for a sport administration centre or centres in Alberta.

A concern often expressed by people in sport pertains to government bureaucracy. One one hand they want government funding, but on the other hand they want to avoid big government and the unresponsive and inefficient bureaucracy that often accompanies big government. The solution selected so far in Canada has been non-government agencies funded through grants from lotteries and general revenue.

The key issue facing sports associations in Alberta is the extent of funding to be made available from government revenues and from lotteries to assist associations in servicing the people of Alberta. Based upon the record to date of the Government of Alberta one is forced to assume that only a modest increase in support will be forthcoming even though a greater need is present. Working from this realistic assumption that only a modest increase in support can be anticipated, associations will be forced to identify their priorities and ask the Government to respond as extensively as possible. The Government, in turn, should direct their support as key areas to ensure the maximum return on the investment. The objective of this paper is to identify and priorize those key areas.

ISSUES AND PROBLEMS FACING SPORTS ASSOCIATIONS

A. Financial Resources

Stable financing is basic to the success of any program. Responsible budgeting and program planning requires reasonably accurate estimates of revenue. Revenue may come from government grants, membership fees, sponsors, gate receipts, entry fees, or casinos and other fund raising projects. Most associations are unable, under existing conditions, to accurately forecast their income.

Although most associations in Alberta have a fiscal year that commences in January, the government grants are not allocated until May or June. They are forced to act on blind faith and assume that the government grant will at least equal the previous years amount. Fund raising projects are tenuous at best. Proceeds from casinos, for example, range from $10,000 to $60,000 and the draw system does not ensure that an association will be allowed to hold a casino.

Volunteers spend a great deal of time on fund raising projects. This takes away from the time required for planning and administration of new and existing programs. A few associations have reverted to full or part-time fund raisers with varying degrees of success. In some instances the paid staff person is responsible for fund raising and this detracts from the program.

In several other provinces lottery funds are directed to sport. The arrangement in Alberta with the Calgary Exhibition and the Edmonton Exhibition has limited the resources available to sports associations in Alberta. The same cut-back occurred at the federal level when Loto Canada was passed on to the provinces.

A further problem exists in bookkeeping with many associations. Often a person is elected as treasurer with no prior experience. Appropriate records of revenue and expenditures are often not the result. At the same time, many associations fail to develop sound budget projections. There is an obvious need for someone to produce a pamphlet or set of guidelines for novice executive members to follow.

B. Staff

There has been a rapid expansion in the number of paid positions among sports associations. The establishment of the Sports Administration Centre in Ottawa and the funding program of Sport Canada has allowed national associations to hire several staff members to do the work. This has also occurred at the provincial level across Canada and is taking place in Alberta. Government funding policies have been a key factor in this move across Canada.

Hiring staff is a realistic response to the heavy demands placed on the volunteer. Indeed, the financial support from government should result in an expanded progrm and increased work loads. One should also anticipate that a good staff person will generate additional programs thus leading to a need for increased paid personnel.

The salary scale for staff is generally low with few fringe benefits such as pension schemes, dental plans, etc. Job security is limited and staff turnover is high. Sports associations are unable to handle these extra benefits on their own.

The pooling of secretarial services, printing and mailing services, etc., is essential, particularly as an association is expanding. This is presently available, to some degree, through Sport Alberta and even Minor Sport Calgary.

A recent survey of universities and colleges in Canada has indicated that certificate and degree training programs are in place in Canada to train sports administrators. However, sports associations generally hire keen people from within their ranks. One must ask if this is one of the reasons for the high turnover. Should we look to hire the person trained in the area of sports administration who intends to make it a life-time career

C Executive Leadership

The key to success in any organization is leadership. Things happen because someone makes them happen. It is extremely easy to be elected to an executive position in most volunteer organizations and a large number of positions are filled by acclamation. People are keen to work on short term projects but reluctant to take on long term commitments.

Volunteers, of course, have other responsibilities to their job and their families and have ony so much time in a week to devote to sport. Many good executive members burn out because of the burden. Others reluctantly take a position because no one else would take it. Often the keen volunteer takes on too many responsibilities and fails to complete key tasks. The result is often poor planning and many things left undone. ne finds that leaders vary from an extreme of active dedication to one of filling a caretaker role. The result for amateur sport is cyclical with some good years and some bad years depending upon who is elected to office.

D. Facilities

The expansion in the number of participants has put great pressure on the limited facilities that are available. With a rapid increase in population, the reasonably active facility construction program of the past decade has failed to keep up with the demand. We have long lines at ski slopes, practices for children scheduled for 6:00 am and 11:00 pm, and local sports associations limiting registration because facilities are not available.

Competitive programs not demand much more practice time. We have indoor soccer placing extra demands on gymnasia space. Commercial facilities have opened up to meet the demand in sports like squash, tennis and racquetball. Hosting professional and international competitions has led to a great deal of money being spent or requested for the construction of spectator facilities. The expansion of professinal sport in Alberta has also placed a demand upon facility time.

School facilities are not adequately designed for community use, although very significant improvements have been made in recent years. The ultimate facility is limited by funding as well as by poor feature designs. Basketball backboards, for example, frequently fold up above the volleyball and badminton court thus interfering with play. Square footage is limiting the efficient use of the facility for more activity. Swimming pools are constructed for recreation purposes and are not functional for competitive or synchronized swimming.

Local booking regulations seriously limit the number of times a space is available. In Edmonton, the booking system is presenting problems to many associations. In Calgary, the school programs tie up gymnasia two or three nights a week leaving very little time for community use. Improvements have been made in joint use agreements, but serious problems still exist.

There is a need for provincial training sites with live-in accommodation. To some degree the colleges and universities now provide access to their facilities during their slack season. More facilities are needed, particulary with modern weight training and testing equipment.

There are few rural sites in Alberta with facilities to meet international standards for hosting a variety of sports competitions. The gymnasia are too small or too low; the swimming pools are designed for recreation; the spectator facilities are limited; or facilities simply do not exist. It is, therefore, difficult to host major events in sites other than Calgary or Edmonton.

E. Referees and Officials

Every sport faces problems with officials and most suffer from a lack of qualified officials. Training and development programs are limited. Retention of officials is a problem. The cost of referees places a very large burden on association budgets. The expanding competitive programs, particularly at the local level, is compounding the problem.

In some sports, like volleyball, quality officiating is critical to teams and athletes achieving any degree of excellence. In other sports, like swimming, where the focus is on younger athletes, the parents can be easily enticed to assist with officiating. Many recreational programs are likely better off without officials.

A major reason for players and other not participating as a referee is the amount of abuse and criticism directed at officials. It becomes a rather unpleasant experience and people are reluctant to join the ranks. If one could improve the training and development programs for officials to overcome much of the incompetence that does exist and that ignites some of the frustration expressed by coaches and players, and if one could reduce the negative and abusive behaviour of players, coaches and fans towards officials, part of the problem could be overcome. At the same time attempts must be made to educate the players and coaches regarding rules and rule interpretations.

F. Coaches

Quality coaching is a major problem facing many athletes in Alberta. The colleges and universities, as well as a few private clubs, have hired professional coaches with obvious beneficial results for the Alberta athlete. However, even the colleges and universities face a serious turnover problem as coaches opt out and as stringent budgets curtail programs. Even teachers in the school system volunteer to coach the school teams with little consideration in their work load. The vast majority of participants are coached by volunteers. Many of these volunteers have little or no training or background and function only on a sincere desire to help.

The coaching certification program is helping to overcome some of these problems but with limited success. The turnover in coaching is extremely high and is likely to so remain. The expanding time demands of coaching mitigate against volunteers sacrificing their personal family and social life for a sustained period of time.

Universities in Alberta have responded to the need for training coaches by offering technical and theory courses. The University of Calgary will offer a graduate program in coaching and this should also have an impact in Alberta. Sports associations have also developed and offered technical certification courses with varying degrees of success.

G. The Pursuit of Excellence or Fun

Sports associations are faced with balancing their efforts to service the eilte athlete who wishes to pursue excellence and the recreational participant who is out for fun. Funding for travel to national and international championships, national meetings, as well as the Canada Games, Western Canada Games and even the Alberta Games have fueled the desire for excellence. With the emphasis on excellence there has been increased competition among sports for funding, for the use of facilities, as well as for athletes. Some associations have been more successful than others in securing resources. The establishment of scholarship programs and athlete assistance programs in Canada has placed even more pressure on associations to serve the elite athlete.

At the same time as associations develop programs for provincial teams, coaching development and referee development to service the excellence component, they also attempt to provide programs for the recreational participant. Indeed, part of the criteria for government grants includes service to the mass participants. At the local level this balance problem manifests itself in the time allocation for training and recrational use of swimming pools, hockey rinks, gymnasia, etc.

Should provincial associations be concerned with the recreational participant? If so, to what degree? How can associations maintain this balance? Should facilities be designed and developed for the elite athlete? Should the facilities service both the recreational participant and the elite athlete?

H. Competitive Programs

Perhaps the most important service a sports association offers to its members is the competitive program. The planning and coordination of numerous competition dates and sites is enormous. Competitions range from local leagues and meets to national and international championships. The logisitics and expense associated with major tournaments and competitions are staggering. Often, following a major event, the executive and other volunteers seek retirement to recover from the sustained activity associated with organizing the event.

A good deal of advance planning, booking of facilities, etc. is necessary. A few associations have been able to publish a schedule of events for the upcoming season, while others run programs on an ad hoc basis. Entry and registration fees are used to offset expenses. A major problem is in securing sufficient high quality competition for higher calibre athletes during a season. It is often necessary to travel outside of the province to find competition. Should we continue with this thrust in light of the increasing costs of travel, or should we focus our attention on a five year plan to upgrade competition within the province or even within cities or regions within the province?

I. Elite Development Programs

Most provincial associations have programs for elite athletes either through provincial teams or special training camps. The government grants to elite athletes has attempted to recognize the additional expense encountered by the athlete. Grants have also been made available for the Canada Games, the Western Canada Games, as well as from Game Plan for international calibre athletes. Even with these grants, associations in Alberta are hard pressed to finance provincial teams and elite programs.

The major training and development of the elite athlete still rests with his/her club, college or university where most of the training takes place. The goal of making a provincial team serves primarily as an incentive or goal toward which the athlete may strive. The peak of the pyramid, of course, is the national team and the carding program offered through Game Plan. Should one focus on developing a more complete provincial team program or should one attempt to upgrade more club or college and university teams? Unfortunately many university, college and club teams have been forced to curtail elite programs because of budget constraints. One has to seriously consider the consequences of an infusion of funds into club, college and university programs to service the elite athlete. To what extent should the elite athlete be subsidized directly or indirectly?

J. Who Should Pay and How Much?

A figure skater is faced with an enormous expense if they wish to excel. A university athlete, by comparison, has only minimal expenses. The recreational skier expects to pay for his/her skiing entertainment. The competitive skier, on the other hand, is often subsidized.

Local businesses are often keen to sponsor local teams. pee wee, bantam and midget teams raise thousands of charity dollars to pay their way to Europe, California and other exotic places. Is this charity, or free loading? What could be done with those dollars if they were raised and channeled into other areas? We seem to have a feeling that others should pay for our competitive participation in sport. Is this justified? Should it be changed? Can it be changed? A few years ago a 10 year old boy came to my door selling raffle tickets. He wanted to attend a bowling tournament in Vancouver. Why should a 10 year old have to travel to Vancouver? Worse yet, why should he have to travel on my money?

Who should pay how much for facility rental? Who should pay how much for teaching and coaching salaries? Who should pay how much for uniforms and equipment? Who should pay how much for travel?

K. Media Promotion and Public Relations

There is ample evidence to show that amateur sport takes a distant back seat to professional sport in the media. Since the primary functions of the news media are to inform and to entertain, and since they are a business, one can appreciate their bias. Amateur sports are unable to hire a full-time public relations person. The administrators are overworked and fail to complete the necessary work needed to assist the media. Often amateur sport events are not organized for the fans. Professional sport is entertainment. Amateur sport can be entertaining, but the primary concern must be the athlete. Do we sacrifice too much from the athletes perspective if we organize the event to cater to the spectator and the media? Can we do both?

The news media have made a sincere effort to cover amateur sport. Several sports newspapers focusing on amateur sport have tried and failed to make a go of it in Canada in recent years. Are amateur sports people overly concerned about media coverage? Could our universities and colleges promote their sports to the degree that gate receipts would finance the program? Is that desirable? Does professional sport have the entertainment dollar locked up? Where should we focus our public relations efforts to gain support from business and the general public?

L. Travel Costs

Inflation has dramatically affected travel costs. With national championships scheduled for various levels of competition, athletes who achieve excellence and the right to participate in national championships are facing personal expenses ranging from $100 to $800. Grants from Sport Canada are available through national associations, but only to designated levels of competition. Similarly, provincial funding is available from sports associations to assist with travel expenses.

One can take advantage of charter fares, seat sales and youth stand-by fares to help reduce the cost, but this is extremely difficult to do and still meet all of the travel and booking regulations. Would it be possible for the airlines to modify their regulations for teams travelling to national championships?

Hotel and meal costs are also prohibitive. The expansion of youth hostel facilities would be a great help to groups. Vancouver has a large hostel that is used by sports groups. Could some of the schools in Calgary and Edmonton be converted to youth hostels and made available to sports groups.

Is it realistic for universities and other teams to think in terms of interprovincial travel for league games? Perhaps it is time to look to developing adequate competition within the province so that we can afford to compete rather than pursuing the more expensive route and cutting back on sports and competition.

M Planning and Research

A few organizations have managed to develop realistic and comprehensive three year plans. Many, however, are still struggling and function on the basis of crisis management. With the rapid turnover in executive leaderhip and the time demands of simply solving day to day problems, one can understand why the problem exists. Fortunately recent thrusts by consultants have encouraged planning. Consultants are still required to keep associations on track.

Research into various aspects of sports in still required. The universities have done a few things in this area, but much more is needed. Funding sources are available but specific areas should be identified and actively pursued.

N. Need to Delineate Areas of Responsibility

As a sport develops we have national programs, provincial programs, and local programs. We do not have in Canada or in Alberta a comprehensive and coordinated sport delivery system. We have a large number of groups working independently as well as inter-dependently. We have the Alberta Schools Athletic Association, the College Athletic Association, the University Athletic Association, Sport Alberta, Minor Sports Calgary, provincial and local sports associations, etc., each doing their own thing.

Who should be responsible for excellence? Who should be responsible for mass participation? Should the schools be into excellence or into mass participation? Should the schools duplicate programs in soccer, ice hockey or swimming that already exist in the community? Should the schools focus on a few sports or offer a broad spectrum of sports opportunities? Should the colleges and universities be responsible for excellence programs in a limited number of sports or a wide range of sports?

Do we need a closer liaison within each sport to have representation on executives and boards from the various groups involved in the sport; i.e., representatives from schools, colleges and universities sitting on the executive of provincial associations such as the Alberta Volleyball Association. Will the recommendations of the Intersport Committee resolve the problem?

O. Miscellaneous

A number of other smaller problems face every organization.

1. Communication - The time and cost involved in preparing newsletters and otherwise keeping people informed is extreme. Computer mailouts could simplify the process. Consulting and printing services should be available.
2. Administrative policies - Handbooks including administrative policies, by-laws, rules and other pertinent information needs to be constantly brought up-to-date.
3. Meetings - These are often long and tedious and poorly organized. There is a need for consulting services in this area.
4. Audio-visual resources - A full library should be developed and maintained in Alberta.
5. Conflict of philosophies - The problem of conflicting philosophies will always be with us. Problems arise when people in authority positions are at odds over the direction certain programs should take.

SUGGESTED ACTION AND DIRECTIONS

A. Financial Resources

This has been identified by most associations as the most pressing priority of most associations. Without financial resources some programs are simply not possible. The Provincial Government must determine and publish the criteria to be used in assessing the effectiveness of sports associations and giving grants. Sports associations may then act accordingly. The criteria must be reasonable but clearly spelled out.

On the assumption that government is not going to pick up the full tab for sport, it is clear that certain aspects of sports administration must be paid for from government grants and other aspects of the program to be paid for the participant or from other sources of revenue.

It is suggested that the association take on the responsibility for all forms of travel and that present government grants be directed to the administration and leadership aspects of the program. It is further suggested that government grants be provided for the following aspects of sport.

1. The provision of direct grants to associations for the following:
   -full salary costs ($25,000 to $30,000) for an administrator, primarily for a program development coordinator.
   -full salary costs for secretarial support ($15,000)
   -office space and administrative services
   -technical leadership development grants

2. A continuing program of grant support to local school and recreation boards, to colleges and universities for the construction and upgrading of facilities with more direction with regard to multi-use design features.

3. Changes to casino regulations that would ensure that each sports association be given the opportunity of holding one casino per year.
4. Provision in budget grants to schools, colleges and universities to cover extra costs associated with the use of their facility by sports groups so that rental costs may be maintained at reasonable levels.
5. The funding of the development of sport youth hostels in Alberta to be made available for travelling teams and provincial camps.

B. Staff

Every association in Alberta has unique needs and it would be difficult to make a blanket statement with regard to all associations. The following recommendation, therefore, may not apply in all instances.

It is recommended that grants be made available to associations to hire program development coordinators. The individual would be responsible for allocating and coordinating the resources that exist in Alberta. We have available in Alberta in a number of sports several people with technical knowledge who could adequately do the job of a technical director. They could run clinics. They could coach provincial teams and camps. The program coordinator's job would be to develop and coordinate programs to use these strengths. The individual would have to make the best use of volunteers and involve as many people as possible in the program. Honoraria would be available for individuals conducting clinics and camps.

It is essential that secretarial and administrative resources be made available to sports associations to assist both the full-time staff and the volunteers to do their job. It may be possible to work within the constraints of a secretarial pool, and this, in fact, may be more efficient and effective. I could see sports sharing a secretary, or secretaries being employed by a single association and yet being available during slack periods to do work for other associations in a cooperative environment. One could also have a central answering service for telephones.

A key consideration must be pension schemes and other fringe benefits. It may be possible to tie in with present civil service schemes. Cooperative payroll schemes could be used to reduce some of the complicated deduction problems that novice volunteer treasurers face.

C. Executive Leadership

The main problem facing volunteer leadership is overload. Associations must look at their program and break it down into small jobs and recruit people to do those small jobs. The treasurer, for example, is a time demanding job but the duties can be carried on at one's convenience. If one adds regular meetings to the job or tedious reports, the job becomes time consuming. It would help if a simple bookkeeping system could be used that would facilitate up-to-date financial statements and ease in preparing annual financial statements. The same is true for other positions. The president should be free to make sure that others are doing their jobs and not overloaded with extra responsibilities.

One should think in terms of time demands of 5 hours per week for each executive position. Good people also like to gain satisfaction from doing a meaningful job. Each executive person must have a job to do and be given the resources to get the job done.

If policies and guidelines have been clearly established the committee chairman or executive member may proceed with the job rather than waiting to get clearance from an executive decision or meeting. If budget allocations have been clearly laid out before the fiscal year, the individual may act accordingly.

D. Facilities

The facility problem is jointly shared by local and provincial governments, local clubs and private industry. As our population continues to expand in Alberta it will be necessary to keep up the efforts of providing sufficient facilities at reasonable cost to the user. The proportion of cost shared by the user may have to increase and if government have to significantly increase the percentage of costs paid by the users in order to divert funds into construction, the users must accept the additional costs. Most users would agree to the extra costs if and only if the result would be more facilities.

Serious consideration must be given to the design of school gymnasia, swimming pools, etc., with a view to use by the community and competitive sports groups. Most present designs are inadequate. At the same time sports associations must develop very clear minimal standards to be passed on to architects and boards. These are not presently available and are urgently needed.

It has been suggested earlier that sport youth hostels be developed in Alberta. Several schools have been or will be closed in Calgary and Edmonton. If these could be converted to hostels and made available to travelling athletes or to sports camps, it would greatly assist the travel costs problem. Similar consideration should be given to rural areas over the next ten years.

E. Competition and Travel Costs

Travel costs are likely to continue to escalate rapidly over the next few years. Associations must attempt to develop sufficient competition within the province and even locally to reduce substantially the need for travel. This includes the universisites and colleges. To encourage associations to move in this direction government grants for travel might even be eliminated if the present funds are diverted into administration. To continue to support travel will only encourage associations to seek competition elsewhere instead of building up a local competitive base.

The same is true for costly travel to national championships. In volleyball, for example, the national senior championships are in Quebec, the national junior championships are in New Brunswick, and the national juvenile championships are in Newfoundland. Players are looking at air flight costs ranging from $400 to $600 per person. The Association grant of $1,200 per team barely covers the cost of two or three players. The Western Canada A Championships, on the other hand, in Saskatchewan and the Association grant of $250 will cover the cost of gas to get there and leave some money for accommodation. The second problem with a large national championship is the logistics associated with hosting so many teams or athletes. Only certain locations have the facilities to host such a large event. It is necessary to fly in officials and the extra costs mount up.

Associations should press national associations to move to regional playdowns leading to natioal championships with a view to paying the full costs of the eventual participants in the national finals. With fewer teams and athletes it would be possible to sell a much higher calibre competition to the public and to the news media. Instead of a ten ring circus going on all day for three or four days, one could put on a one ring show that could be marketed.

PROVINCIAL SPORT ORGANIZATIONS: ISSUES AND PRIORITIES

DICK WHITE and LYLE LESLIE

This paper deals with the various areas of general concern to provincial sport organizations. The areas of concern include administration, leadership, coaching, officials, program development, competition, facilities and equipment, funding, orgranization, and planning and research. Recommendations are offered as suggested solutions to these areas of concern.

I. PREFACE

Gentlemen:

I would like to preface my report with the following remarks;

The attached report is somewhat general in some of its terms. The reason for this is, the organization I represent has approximately fifty sport governing bodies as members and as such, has a like number of variations relative to reporting their assessment of the issues and priorities under consideration. As I cannot possibly present fully the views of all the members of my organization I have attempted to limit my evaluation and comments to those areas of which I have personal knowledge and those with which member sport governing bodies have expressed concern.

R. A. White
President
Sport Alberta

Provincial Sports Organizations: Issues and Priorities

II. Introduction

The growth of amateur sport in Alberta over the past ten years has been phenomenal. Public interest, spurred by the recent highly successful hosting of International Sport Competitions, such as XI Commonwealth Games in Edmonton in 1978 and more recently the World Cup Skiing Events in Banff-Lake Louise and the future hostings, by Edmonton, of the World Student Games, in 1983, and hopefully the 1988 Winter Olympic Games by Calgary, has been focused on sport at all levels - from elite to recreational. The emergence of Alberta's own world class athletes, such as, Susan Natrass and John Primrose (trap shooting), Helen Vanderburg (synchronized swimming), Ken Read (skiing), Cheryl Gibson and Graham Smith (swimming), Wendy Carter (badminton) and Diane Jones-Konihowski and Ron Minor (track and field) to name but a few, has further served as a stimulant and inspiration to Albertans to 'get involved' in Sport.

The resulting increased involvement has placed a tremendous burden upon the organizations most directly associated with the athletes and sports programming - the sport governing bodies. In an effort to cope with public demand these organizations have been forced to assess their current resources, physical and otherwise, re-evaluate their mandates and priorize their objectives. With the added emphasis on the pursuit of excellence, these groups have been obliged to effectively manage their energies to ensure that the grass-rooted participant is not forgotten in the rush to provide local representation at these, and other, top-flight competitions.

Areas of concern to provincial sport organizations, as a result of the changes, vary from group to group. Some concerns such as: financial stability, training and development programs, and co-ordination and communication are common to all.

The size and scope of each individual organization dictates its course of action in dealing with these problems.

Some of the issues and priorities of provincial sport organizations are covered in the following pages.

A. Issues

1. Administration

Administratively sport functions much the same as the business world. Sport requires funding, planning, marketing, financial reporting, legal services, public relations, etc.

The day of the kitchen table operation is basically a thing of the past. Maximum utilization of resources - financial and physical - dictates more sophisticated approaches to the field of sport administration. The degree to which a particular sport devotes its resources to administration services is directly proportionate to its size and sphere of influence. While some fledging organizations are attempting to make do with, and will continue to make do with, short term stop-gap methods, the bulk of provincial sport organizations are endeavoring to avail themselves to more efficient and effective management methods.

The increased participation at all levels of sport has focussed attention on a need for better co-ordination and communications among those involved in the delivery systems of sport throughout the province. It has, also, highlighted some of the other needs required for greater administrative development. Among these needs are: office space, secretarial services, duplicating and printing services, marketing and legal consultation, library facilities, accounting services, travel and accommodation services, and other similar programs.

Through a strong co-ordinated organization, many of the necessary services can be provided to assist sport in operating more proficiently. Administrative centres should be established in locations where the need dictates. These centres should be able to house the staff of numerous sport governing bodies under one roof. The Percy Page Centre, in St. Albert, is, to a degree, an example of this concept. The administration area should provide secretarial help and the necessary services to improve communications between the member organizations.

Operation of a complete printing service with a capacity to perform the necessary functons required by the provincial sport organizations is mandatory.

Other services that could be made available through the confines of an administration centre include: travel agency, computerized accounting, legal consultation, marketing consultation; group medical insurance programs, office space, telex services, and library services.

A program, relative to administration within provincial sport organizations is discussed later in the report.

2. Leadership

Leadership should cover three main facets - administration, coaching and officials.

The vast development of sport at all levels has focussed an awareness in the deficiencies in all of these areas. Both the quality and quantity of individuals involved in all three categories require upgrading.

a) Administration

In the field of administration it is imperative that an accredited Sports Administration Program be instituted. The program would include such topics as organization, planning, financial control, budgeting, fund raising, public relations, communication skills, management skills, the volunteer and staff and relationships with other agencies. The program would be offered at seminars held throughout the Province. For those only interested in a particular segment special arrangements could be made. Consideration might also be given to producing video tapes or other media aids to enable those in remote areas to obtain the knowledge available.

b) Coaching

Coaches should be encouraged, if not required, to participate in the National Coaching Certification Program. Sport today, is geared to developing the participants skill level to the best of their abilities. In order to achieve this goal, it becomes very important for the quality of the coaches to be as strong as possible, at all levels. Coaching is one of the areas in which we rely heavily on volunteers. By establishment and maintenance of strong coaching certification programs, the level of development for coaches has the opportunity to improve.

The college and universities are placing more emphasis on these programs, by directing coaches into specific sports, offering coaching theory and practical courses, and becoming more involved with the community.

c) Officials

As the level of athletic performance increases so should the quality of the people involved in officiation. As sports programs expand and spread out the problems also multiply and because of this the technical skills of the officials must be upgraded.

Interest must be generated in expanding officials certification. With the establishment and maintenance of coaching certification programs it is only natural that a similar program for officials run parallel to it. The importance of ensuring quality certification programs for officials cannot be over-emphasized if you wish to stimulate the growth in officiating.

The continued growth of amateur sport has placed near unbearable burdens on the volunteers. Volunteer burn out is fast becoming a real problem. With this expansion,the volunteer today, is more important than ever to the sporting organizations.

In an effort to mimimize some of the pressure on the volunteer and to ensure continuity of programs and development many of provincial sport organizations are turning to full-time staff. More and more organizations are, in an effort, to spread their word province wide, utilizing the services of executive and technical directors - specialists in their fields.

Another factor to be considered in dealing with leadership is the establishment of a resource centre containing a library (video, audio and novel) for the continued use for research, congregation and instructional needs of the member bodies.

3. Development

The bottom line for any program aimed at development is pursuit towards excellence. Development evolves from program at all levels - local, provincial and national. Without these building programs, the participants, are restricted in their development.

A well structured development program is built on a solid foundation, and then progresses step by step. To ensure success, however, one must be provided with proper equipment, facilities, coaching and opportunities to compete. One of the major concerns of athletes, coaches and officials in Alberta is the lack of a top-flight training centre for our elite athlete.

We have often heard of the "brain drain" to the south but equally important yet unheralded is the "game drain" of athletes from Alberta as they search for facilities, coaches and the other prerequisites necessary to reach their goal - championship level. If Albertans are to hold their heads high at the accomplishments of their native born athletes, immediate establishment of permanent top-flight training centres should occur. Possible sites for these centres are on or adjacent to the campuses of the University of Calgary and the University of Alberta. In other areas of development, through co-ordination a number of sports camps could be staged throughout various areas of the province, thereby giving rural Albertans exposure to services presently restricted primarily to urban citizens.

Development programs for athletes, coaches, and officials are the responsibility of the various sports governing bodies. Their mandate is not limited to the elite athlete alone, but also is directed to the masses. It is only through mass participation that initial interest is engendered into those who will some day lead the pack in their chosen field. Multi-sport organizations play their part in the development of sport through their encouragement and co-ordination of athletic competitions.

4. Competition

The ultimate aim of athlete and coach alike is to excel at competitions. The promotion of local, regional, and provincial competitions such as those of the Alberta Games Council serves as a showcase and opportunity for recognition for the many hours of dedication and training expended by athletes.

The major problem relative to games competitions is that they are one shot efforts. No effort is expended to co-ordinate one set of games with similar major competitions.

5. Facilities and Equipment

As amateur sport continues to grow so does the need for additional facilities and equipment. While Alberta possesses some of the finest natural and man-made sporting facilities in Canada, the need for more is paramount. The legacies of major games have and will continue to provide similar structures. However, to rely upon the staging of such mammoth undertakings as a method of acquiring such properties is both foolhardy and wasteful. Also, experience has shown that subsequent to the major events the use of many of these structures, built for and in the name of amateur sport, is almost exclusively restricted to professional sport., i.e. Edmonton's Commonwealth Stadium, whose use is indirectly controlled by the city's professional football and soccer teams.

Tremendous pressures have been put on existing facilities and if we are to succeed in meeting the needs of our athletes and the public, we must seriously address the problem of how and where additional facilities are to be established. The major communities of Calgary and Edmonton through necessity and political expediency will continue to reap the benefits;

however, a study should be undertaken to determine if the needs of sporting community throughout the province are being met. A delivery system must be developed to best utilize equipment and facilities for both the general public as well as organized sport groups.

Also, with Alberta taking the forefront in hosting International Competitions i.e., World Student Games in 1983, and hopefully the 1988 Winter Olympics, top-flight training centres are essential to insure local participation of athletes, coaches and officials.

6. Funding

Possibly the greatest single concern which is common to all provincial sport organizations is the need to ensure adequate funding of programs and operations. Many organizations are blessed with tremendous ideas and potential but without the financial resources they will remain an idea. While the method of funding over the past ten years has shown some improvement there still is a great deal of room for more.

Provincial sports organizations are expected to present budgets, programs etc., on a long-term basis on order to receive consideration for issuance of "profile" monies from the Provincial Government. This same government is unable to indicate any long term projections about its own operations. Also, there appears to be unwarranted delays between the dates the organizations should receive "profile funds" and their actual receipt. These delays not only serve to frustrate their recipients but also seriously affect the organizations programs.

Fund raising through lotteries, casinos, etc., are heavily controlled and regulated to such an extent that some provincial sports organizations cannot qualify for some types of permits, to operate lotteries, casinos, etc. Under present regulations smaller provincial sport organizations cannot unite to jointly sponsor casinos. While we recognize the need to control and regulate the operations of gaming activities, some of the existing regulations appear to discriminate against smaller provincial sport organizations.

Perhaps one of the greatest concerns of the sporting community is the method of allocating and the distribution of lottery funds. The major benefactors of the province's share of the Western Canada Lottery Funds have been the Calgary Exhibition and Stampede and the Edmonton Exhibition Association. After these two groups receive their share, 60% in all (30% each), the balance 40%, has been split equally between sport and culture; a portion of both the sport and culture share has in turn been allocated to government owned crown corporations, in most cases for further distribution. On March 31, 1982, the current allocation and distribution formulae will be finished. The eyes of the province's sporting community will be on the responsible minister to ensure that a more equiable division is forthcoming. We can see no justification for the province to fund either the exhibition boards operations or its own.

7. Organization

The tremendous numbers of people involved in the many facets of sport cause a major problem in the co-ordination and communication between the essential elements concerned with sport. The question of lines of authority and responsibility in areas of common interest, also, presents another controversy. In Alberta, numerous organizations are geared to assist provincial sport bodies. Sport Alberta, Alberta School Athletic Association, Alberta Recreation and Parks Association, Alberta College Athletic Association, and Alberta Games Council are some of these groups.

Each of these organizations acts within the confines of a specific mandate to serve the sport bodies. They strive to the best of their abilities to liaise with other sport related groups and, of course, to the government agencies. Presently no one organization is responsible for the co-ordination of activities of all of these organizations. A study is underway to assess the feelings of the sports community on the establishment of an all-encompassing agency and to recommend its terms of reference, etc.

This re-organization must have the best interest of the sporting bodies foremost in mind at all times.

8. Planning and Research

Sport governing bodies, those groups most closely related to the athlete, are responsible to promote and develop their individual sports. With this in mind, these organizations continually strive to improve the calibre and quantity of those individuals involved in their activities.

Some of the activities of these groups include: promotion of respective sport at all levels, staging of provincial competitions, selection of provincial and interprovincial teams, co-ordinate programs covering certification of coaches and officials, prepare and distribute circulars and/or manuals on coaching, rule changes, etc., and determine level of competence and/or proficiency of players, coaches and officials, and administrator.

B. Recommendations for the Issues

1. Administration

There is a very real need to improve co-ordination and communications among the provincial sports organizations. Establishment of a co-ordinating committee, with representation from Sport Alberta, Alberta School Athletic, Alberta Recreation and Parks Association, Alberta Games Council, Colleges, University and the Government would accomplish this without affecting the mandates of the individual groups.

Consideration should be given to immediate establishment of administration centres to meet the needs of the sporting communities inside and outside major centres. Provisions in these centres should include such services as: secretarial service, duplicating and printing services, travel agency, computer accounting, legal and marketing consultation services, mailing lists, maintenance and information distribution system, insurance services, information centre (including library), etc.

2. Leadership

Implementation of leadership development courses for administrators, coaches and officials is required. Introduction of Sports Administration Certification Program to compliment National Coaching Certification Theory Program and Certified Programs for Officials should be given high priority. Concerted efforts to establish, in co-operation with sports governing bodies, regular camps throughout the various regions of the province, is also a concern.

3. Development

Immediate action should be instituted to commence construction on permanent training sites at or adjacent to campuses of the University of Alberta and the University of Calgary. These facilities to be used in assisting Alberta athletes in preparation for the 1983 World Student Games and Western Canada Games and hopefully for the 1988 Winter Olympic Games.

Assistance should be offered to sport governing bodies to hold camps and other development programs, such as, Coaching Clinics, Officials Clinics, and Administration Development Programs.

4. Competitions

Competitions such as, the Alberta Games should be scheduled to co-ordinate with major games, i.e., Western Canada or Jeux Canada Games. This would assist provincial sport organizations in team selection and permit the rural population to become better represented.

5. Facilities and Equipment

The question of facilities and equipment is one which requires special consideration. Since most municipalities provide facilities and equipment to meet the basic requirements of their citizens the Province's role is normally restricted to providing facilities and funding for major events.

As indicated in our recommendations under 'Development' immediate action should be taken to construct permanent training centres on or adjacent to the university campuses in Calgary and Edmonton to assist Alberta athletes preparing for the 1983 Student Winter Games (Edmonton) and Western Canada Games (Calgary), and for the 1988 Winter Olympic (hopefully in Calgary).

It is further recommended that the Province of Alberta undertake a study to determine major sports facilities, not supplied by local municipalities, which are in need throughout the province, but which the provincial sport organizations are unable to provide and/or maintain, i.e. speed skating oval or white water canoe course.

6. Funding

Request review, in consultation with representatives of affected parties, of grant structure (particularly 'profile grants'). Immediate review of allocation and distribution of lottery funds to ensure that effective 1 April, 1982, no further funds are distributed to either the Calgary or Edmonton Exhibition Associations and/or government departments or agencies; and to ensure that amateur sport and culture are the major recipients of these monies.

Further, that special allocation of funds be made for the following purposes:

- To assist sport governing bodies, individually or in co-operation with other sport governing bodies, to obtain the services of technical and/or executive directors.
- To assist in establishment of a Sports Administration Certification Program.
- To assist in establishing other programs which the Department agrees will be mutally beneficial to the sports community and government.

7. Organization

Recommend that the Alberta Recreation and Parks assist in the implementation of a sports delivery system that its mutally acceptable to the sports community on the whole and that it cease and desist from considering the recommendations of the Task Force established from Intersport V conference until such time as the sporting community endorses the Task Force's recommendations.

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THE GAMES CONCEPT: ITS ROLE IN SPORT DEVELOPMENT

THE ALBERTA GAMES COUNCIL

This paper deals with a history of the Alberta Games Council and the evolution of the Games concept and philosophy. The paper discusses the role of sport associations and the various levels of games. The paper also presents the structure of the Alberta Games systems and the relationships with the Provincial Government, the private sector, and at the grass roots levels. The paper also discusses the possible implications of future societal trends on the Games movement.

A. HISTORY OF THE ALBERTA GAMES AND THE GAMES CONCEPT:

The provincial games concept became a reality in Alberta with the advent of the first Alberta Games in Calgary during the summer of 1974.

Sport Alberta "Amateur" was formed in 1970 with its key objective the establishment of Alberta Summer and Winter Games. In June, 1973, at a meeting between the Hon. Horst Schmid, Minister of Culture, Youth and Recreation and Ron Butlin, it was agreed to proceed with the first Summer Games in Calgary for 1974. Mr. Butlin became the Executive Director of Sport Alberta.

Initially it was thought that there would be 12 different sports involved, however, this number was soon surpassed and 20 different sports were accomodated. The success of the Games was made possible through efforts of the Department of Culture, Youth and Recreation, The City of Calgary, private business and a number of volunteers. The games have since moved across the province to six different host communities including Calgary, Red Deer, Banff, Medicine Hat, St. Albert and Grande Prairie. In addition, Camrose hosted the 75th Anniversary Seniors Games last summer.

It was in 1978 that the Calgary-based Alberta Games organization was established as a crown corporation responsible to the Minister of Recreation and Parks, operating under the authority of Alberta Games Council Act, Chapter 3, Revised Statutes of Alberta, 1978.

The games have become an established and highly regarded event, evidenced by the growing support and participant involvement. A three-fold increase in participation has occurred at the zone level with participant numbers at the final events increasing from 2,000 in 1974 to 3,100 in 1980. Although further expansion at the host community event is not encouraged, The Alberta Games Council has undertaken to stimulate zone involvement by hiring full-time zone coordinators to generate involvement of sport development organizations, volunteers and participants at the grassroots level.

B. THE GAMES CONCEPT: INTRODUCTION

The Games concept has gained tremendous recognition not just in sports circles, but among the general public as well. Events such as the Montreal Olympics; the Commonwealth Games in Edmonton; and Calgary's bid for Winter Olympics, have served to enhance the image of games in Canada. Thus games in Alberta have become highly visible, highly identifiable events. Having gained this public recognition the games vehicle for sport development should be capitalized on.

Many aspects of sport and recreation can be developed under the auspices of games as virtually every sport development system in the province provides direct or indirect input into the games. Not only are the games the culmination of numerous sport development themes, they are concrete events with vitality and pizzaz. They win the attention of the general public as well as politicians, municipalities, businesses, lotteries, etc. Funding, of course, is easier to aquire for events such as games as opposed to other programs (often considered too vague).

Organizing a games requires only short-term commitments from volunteers who generally can't commit their time on a long-term basis.

The games' organizational momentum is provided almost exclusively by volunteers. The games process continually exposes new volunteers to the realm of sport development to instill greater understanding of sport; to develop leadership qualities; to prompt continuing interest and involvement in sports and/or sport development.

As the culminating force for many facets of sport development in the province, the games aim to assist the volunteer sport organizations to feed into the games' system. The key to making our system viable depends on the cooperative efforts of provincial sport bodies, coaches, government sport consultants, municipal recreation people, and teachers as well as the Alberta Games Council staff, to promote grass roots participation.

As they represent a goal, games motivate participants to become involved, to strive for higher levels of accomplishment in their sport. This motivating factor ultimately serves to expand participation in the games, thereby providing a solid vehicle of sport development.

C: THE GAMES CONCEPT: MAKING IT WORK

1. THE GAMES AND PROVINCIAL SPORT GOVERNING BODIES:

Provincial sport bodies are responsible for the development of their individual sports. The games serve to support their system in many ways. For instance they provide an exciting focus which can serve to motivate their developing athletes as well as coaches and organizers.

Our zone offices provide information for groups or individuals wishing to become affiliated with clubs or provincial sport organizations. In this way and through the actual event, games strengthen the provincial sport governing body system by stimulating involvement of new participants, coaches, officials, etc. Games provide the competition which helps governing bodies identify the sport potential of many of their athletes. Occasionally sport governing bodies will utilize games events as an experiment to determine interest of a particular age classification or event in their sport.

Sport governing bodies will find their input into the games system a life-giving exercise. The practice can extend delivery of their services by increasing communication and services between the association and non members like teachers, recreation directors and other volunteer sport organizations. The presence of games in the overall sport development system also enhances the relationship between the provincial body and their own regional representatives.

As the key volunteer body the Alberta Games Council deals with, sport bodies are our line to the grassroots of sport development. Thus, games are dependent on the effectiveness of provincial sport bodies in generating participation of the local and zone level and we will help provide the resources necessary for them to strengthen themselves. There are some sport bodies which give little attention to Games and it is imperative, therefore, that we encourage greater understanding among sport governing bodies of the resources available to them through the Alberta Games Council.

It is also important to note that, as is the case with most volunteer organizations, a few seem to do the work of many. Burnout is common. More effort should go into recruiting new volunteers, possibly with staff or financial assistance from the province.

2. INTERACTION WITH REGIONAL GAMES

Our relationship with regional games organizers is one of mutual benefit. While regional zone games help us achieve our objectives to stimulate grassroots competition, the games provide such resources as administrative assistance, limited financial support and equipment. Naturally, our first concern is for the sports within the games program. Our degree of involvement with regional games depends on the number of sport (or cultural) activities being included in regional games packages.

We have already initiated joint meetings and workshops which have been successful for exchanging expertise and improving communications. Strengthened communications have resulted in more cooperation particularly with the regional recreation associations which are partly responsible for organizing regional games. Regional recreation associations are comprised mostly of municipal directors but provincial government provides limited consultative and financial support for regional games organization.

The provision of consultative support is written government mandate. Consultants' roles, however, remain loosely defined, varying from region to region depending on the initiative of individual consultants. This inconsistency can affect other levels of sport development. Instead of their supportive role, government should take a more active leadership stance in developing regional games.

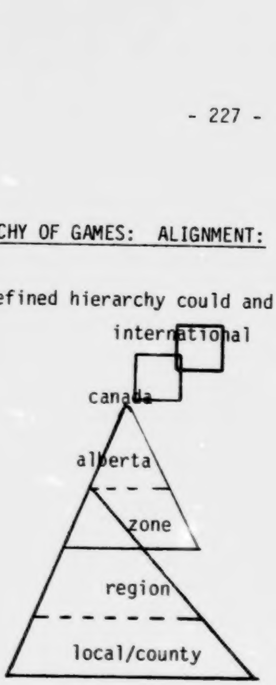
3. INTERACTION WITH CANADA AND OTHER MAJOR GAMES:

Without compromising the objectives and policies of the Alberta Games Council, we aim to promote cooperative working relationships with major games. For instance, this is the first time regional games and Alberta games systems will be utilized in selecting a provincial team to the Canada Games (archery). This cooperation was generated by the Alberta Games.

In addition to an efficient system of sport development, the Games Council has expertise that is not fully utilized in the present administration of Canada Games in Alberta. The provincial government should put more effort into ensuring team selection for Canada Games is done thoroughly, or should use the Alberta Games network of administration and promotion. Communication is also ongoing with the organizing bodies of major games such as the Western Canada Games and the World Student Games.

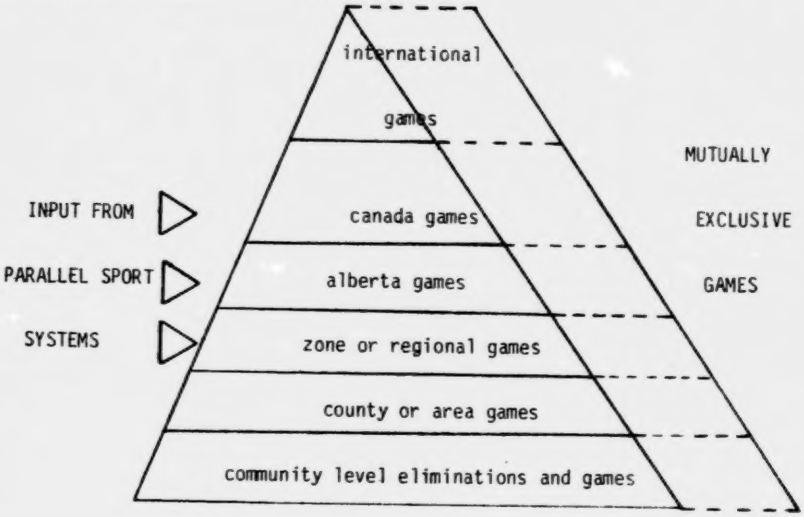
4. A HIERARCHY OF GAMES: ALIGNMENT:

A more defined hierarchy could and should be developed on a very flexible basis:


international
canada
alberta
zone
region
local/county

A. PRESENT MODEL OF GAMES RELATIONSHIP

B. SUGGESTED MODEL OF GAMES HIERARCHY


international
games
canada games
alberta games
zone or regional games
county or area games
community level eliminations and games
INPUT FROM
PARALLEL SPORT
SYSTEMS
MUTUALLY
EXCLUSIVE
GAMES

On each succeeding level mass participation is diminished (participants drop out) and athletes and volunteers from parallel systems join the "games hierarchy". Very few athletes, coaches, officials and volunteers are involved on several levels or move directly from one level to the next. At present each games is "self contained" in respect to program of events. Only a portion of events from one games may be a part of the qualification for entry into the next level.

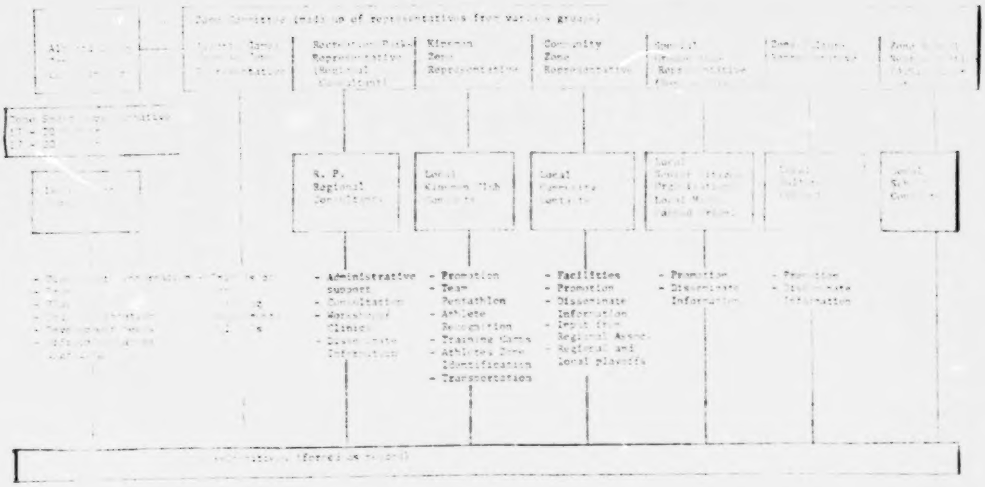
All games organizers should look 'above' and 'below' on the hierarchy to see where it is possible to align or cooperate for the sake of easing the load for volunteers, reducing costs, and avoiding public confusion. Input into the games system by regional games has been informal and undefined. We hope to develop more consistency between age categories and sports without imposing on regional games yet without sacrificing our own objectives.

Past meetings about alignment between regional and Alberta Games have resulted in motions from most associations indicating a desire to work cooperatively and to accept the principle of alignment with the Alberta Games Council. There are slight differences in rules, procedures, and objectives, so compromises must be made by both levels of the system. We believe we can carry out our goals for alignment through positive negotiation and do not wish to pose a threat to the objectives of identities of regional games.

5. ADMINISTRATIVE STRUCTURE NECESSARY FOR CONTINUATION OF THE GAMES

With support from volunteer committees, staff in zone offices can provide administrative services, promotion and limited financial support to the volunteers organizations involved in sport development in the province. More utilization of these resources is necessary for smoother function of the games system and to stimulate maximum involvement from municipalities, recreation boards, schools and interest groups. Ideally, the games system will operate as a decentralized body in order to generate more opportunities in rural corners of the province. Please refer to the attached organizational chart (draft).

ALBERTA SUMMER GAMES ZONE STRUCTURE


Zone Committee (made up of representatives from various groups)
Recreation Parks Representative (Regional Consultant)
Kinsmen Zone Representative
Community Zone Representative
Zone Senior Representative
R. P. Regional Consultant
Local Kinsmen Club Contacts
Local Community Contacts
Local Senior Citizens Organizations Local Media
- Administrative support
- Consultation
- Workshops/Clinics
- Disseminate Information
- Promotion
- Team Pentathlon
- Athlete Recognition
- Training Camps
- Athletes Zone Identification
- Transportation
- Facilities
- Promotion
- Disseminate Information
- Input from Regional Assoc.
- Regional and Local playoffs
- Promotion
- Disseminate Information
- Promotion
- Disseminate Information
(formed as needed)

6. THE ALBERTA GAMES AND OUR GOVERNMENT

As a crown corporation Alberta Games Council is answerable to the Department of Recreation and Parks, its Minister appointing members as well as one government representative to the Council.

In addition to its significant financial support our provincial government sponsors leadership training courses and other programs which indirectly help the development of the games concept of sport development.

There is a minimum of bureaucratic control in administering games policy although philosophically we are alligned with government. The Alberta Games Council operates independently with freedom of movement and expediency of operation is a benefit.

The federal government has no direct input or responsibility to provincial games, however their promotions of Canada and other major games have been a positive influence on the development of provincial games. Canada and major games provide a superlative example of competitive sport, perhaps providing an ultimate goal for Albertans entering Alberta Games as a stepping stone to greater levels of achievement.

7. THE GAMES AND THE PRIVATE BUSINESS SECTOR:

Private business in Alberta has supported the games concept through cash donations and gifts of services or products. If we build the system properly we can also gain the benefit of administrative services such as accounting and bookeeping from the business sector.

At present government aid does not keep pace with the financial demands of inflation and the growing number of participants at the zone level. More private support is desirable to offset government financial dependency.

8. THE GAMES AND MUNICIPALITIES

Municipal involvement in games, naturally, varies considerably from each municipality depending on the effectiveness of local sport communities in promoting games involvement.

Some urban municipalities have contributed staff assistance for coordinating games play-offs in their city; some municipalities, however, provide minimal input in the games system and do not take advantage of resources available to them through the Alberta Games Council and its programs. This discrepancy of opportunities across the province is expected to level off somewhat as games and associated programs touch more areas of the province.

Bidding applications to host an Alberta Games are sent to all communities, a practice which not only encourages movement of the event across the province, but which also causes communities to evaluate their sports potential. A community considering a bid request, may be forced to assess and realize inadequacies in sport facilities; a subtle promoting perhaps to upgrade facilities.

9. THE GAMES AND HOST COMMUNITIES

Municipalities having hosted games benefit from a legacy of new or upgraded facilities, ie. Medicine Hat's Crestwood Pool and St. Albert's track constructed for the games. Hosting a games may provide a community's coaches, officials, volunteers, etc. with invaluable experience and an awareness of the sport development system. This know-how may be utilized later for other events in the community. As well, games give community sports a higher profile among residents, possibly attracting additional financial aid and more active sport organizations that continue long after the games are completed.

Business in a host community prospers from being in the limelight that games can create. Most communities which have hosted games in the past seven years have maintained active sport committees or associations involved in sport promotion, talent identification, and so on. Still active, for example are the Red Deer Games Society and the St. Albert Games Society.

Hosting games at the provincial level or playoffs at the zone level may unite factions of a municipal sports community by enhancing cooperation between schools, recreation boards, municipal governments, etc.

Also a community which had hosted games will be more efficient in organizing other events of provincial, national or even international significance.

D. THE FUTURE OF GAMES IN ALBERTA

1. SOCIAL TRENDS AND THEIR EFFECT ON THE GAMES MOVEMENT

An Aging Population: Recreation needs of an aging society will be met in Alberta with the advent of programs and games for senior citizens. Alberta Games Council will act as administrators with seniors clubs and recreation associations organizing the events and programs. Expansion of games events for the 30-54-year-old group is also expected to meet the needs of an older population.

Opportunities for Special Groups: In keeping with our mass participation theme, it is important for us to provide opportunities for all groups wishing to get involved in recreation activities. As stated earlier, the Games Council has much to offer in its established network in terms of expertise in communications, promotions, administration and coordination of events. Specialized games for the mentally and physically handicapped similar to the Seniors Games may evolve in coming years under our direction. If such events prove successful they will be encouraged to operate independent from the Alberta Games Council.

An Expanding Population: A population expansion due to migration is occurring in Alberta. The games are ready to accommodate the influx of potential participants, not so much at the provincial games but rather on the zone level. Interest in most sports in the province is increasing rapidly and many associations are expressing a desire to be included in games. The addition of sports in games will be difficult and consequently more astute methods of selection or a system of sport rotation from year to year will have to be adopted.

We feel the final games event has reached saturation in terms of participation. Host communities of the provincial games have limits to the number of athletes they can accommodate and organize for. We strive to increase participation on the zone level. A program for stimulating zone participation has already been implemented and for the first time (last year) paid zone coordinators generated participation in the zones. Our sport clinic programs, too, will reach new participants in the zones in years to come.

Economic Strength: The health of Alberta's private and public sectors has direct effect on the strength and effectiveness of games. A vibrant economy signals not only government expansion and more financial input for sports development, but also more involvement from private industry.

2. SUMMARY

The Games concept is still young and we will continue to assess and improve on our past. The future holds promise for more vigorous involvement on the zone level as we reach more Albertans in all parts of the province through clinics, play-offs and games. Inclusion of senior citizens, culture participants and the mentally and physically disabled is expected to up participation in future years and provide a diversity of lifestyles to enrich the social and personal experience for all participants.

Clinics are our major investment in the future as they involve athletes on the regional level who may not otherwise have the opportunity to develop their athletic potential. For athletes who display ability and drive there may be development and training programs to help them make the transition through Alberta Games into association with their sport governing body, to major games. "Sport Outreach" to develop athletic potential is underway and will in the future become an understood and established program. This clinic program may include introductory clinics or zone development programs to get promising athletes geared up for coming events. Even sport camps are on the horizon, which would prepare athletes three or four days prior to games or co~tinue their development after the games.

The Alberta Games Council may be of assistance to groups organizing coaches symposiums such as the Alberta 75th Anniversay Coaches Congress held in Edmonton last November. Officials and coaches clinics can also be coordinated in conjunction with participants' clinics.

We would like to provide opportunities for elite athletes as instructors at the local level or at participants' clinics. They posess a wealth of knowledge and an inspiring dedication to their sport. On that same note, elite athletes needing "tune up competition" may approach the Alberta Games Council to organize an exhibition program during a games celebration. These exhibition events have in the past proved to be positive models for all participants while benefitting the elite athletes involved and providing the games with an exciting public relations theme.

We plan to continue the momentum gained in public communications as we feel it is directly related to participation in the Games and instills an understanding of the Games concept.

As stated earlier, we are working for alignment with regional games where possible only to provide a natural step up to Alberta Games and to lighten the load for volunteers or to provide opportunities where they currently don't exist. We are now taking steps in Zone 2 to assist recreation directors to organize West Central Alberta Regional Games which will eventually tie into games play-offs.

The 1981 Summer Games in Lethbridge and the 1982 Winter Games in Lloydminster will serve as showpieces for the development of sport in Alberta. Lethbridge already boasts superior facilities with their university track and field complex, college, sportsplex and parks and is preparing for the games by constructing a soccer and slow pitch facility. By 1982 during the Lloydminster Winter Games, the inclusion of seniors, physically and mentally disabled and other special groups will be firmly established facts in the games.

Other programs might someday adopt duplicate roles and philosophies to Alberta Games Council, however a final culminating event, a goal for athletes, has thus far been the most effective means of stimulating participation and higher levels of sport development. A series of province-wide competitions could be developed for each sport in separate locations but would undermine the motivation and significance of competing in a single high-profile event. Also, costs of operating separate events would be considerably higher than one games.

CLOSING NOTE:

It is important that studies such as this identify problem areas and issues affecting sport development in the province. This study has been impressively organized and the government is to be commended for this project. However, studies seem to be implemented without proper follow-up; for example - 1973 Survey of Alberta Provincial Sports Organizations, 1974 Commonwealth Games Study, Intersport conferences I-IV (and all the accompanying documentation). We would like to see more effort and emphasis placed on implementing changes, rather than examining issues. Studies seem to be the rule thus far--ACTION the exception.

Roles of various actors in sport development have been identified, but no one seems to be taking a leadership stance to implement those roles. It's like having a job description without an employer to ensure quality work. If the employee doesn't make his own commitments to the job, nothing happens.

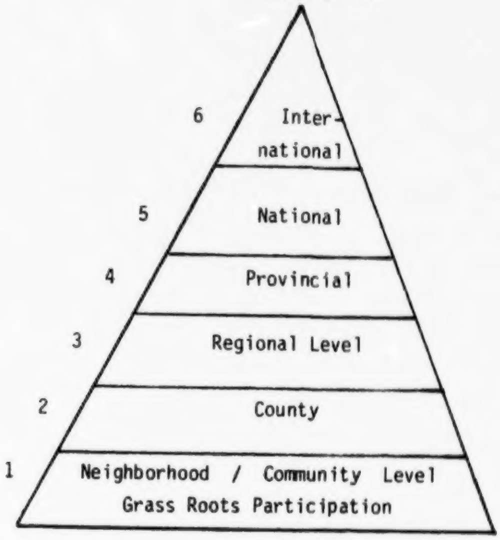
Thank you for allowing us the opportunity to express our views respectfully submitted...The Alberta Games Council, February, 1981.

E. ATTACHMENTS

INTERSPORT III SPORT AND COMMUNITY

Olds, Alberta
May 15, 1977

Prepared by:
Max Gibb


6
Inter-
national
5
National
4
Provincial
3
Regional Level
2
County
1
Neighborhood / Community Level
Grass Roots Participation

Federal Government &
Sport Bodies
Responsibility of Provincial
& Federal Government and
Sport Bodies
Responsibility of Province &
Provincial Sport Bodies
Responsibility of area
Recreation & sport organizations
Responsibility of County and
Town Within.

Responsibility of the municipality

1. All participants and athletes should begin at the grass roots (neighborhood level); the fun level, builds confidence, basic instruction and play.

2. The County provides an opportunity for inter-town and neighborhood competition - social and fun.

3. The Regional/Area level is the "separator" which provides challenge and socialization for the beginning athletes.

   The competition is still fun and not pressured.

Exceptional athletes can be identified at this level.

Area teams for higher level competition can be established (Chinooks, Lethbridge & Dist. Diving Associaion, Track Clubs, Alberta School Athletic Association Southwest Zone, Junior Hockey Teams, etc.).

Special advanced training programs for exceptional and/or dedicated athletes.

4. Best level for area sponsored Coaching and Official Clinics.

Tremendous resource potential (University, Junior College, select coaches and trainers). Convenient and prestigious.

Organization should include the communities involved, business, district service clubs, school athletic zones, Universities, Colleges, and area organizations. (S.A.R.A, C.A.R.A., East Central Recreation Games, etc.).

Southern Alberta Games, School Zone Track and Basketball Tournaments, East Central Games ("May Start to Olympics").

Successful sport camps hosted (basketball, track and field, swimming, etc.).

Media is very interested in this level.

See S.A.R.A. presentation next session (a start).

Recommend:

That Recreation Associations, School Athletic Association Zones, Businesses, Service Clubs, Municipalities, Higher Education Institutions, establish a strong body to support a regional/area organization that would encourage inter-play, spelcial training, identification of exceptional and keen athletes, and encourage them to higher development.

That the Province, A.R.P.A., Provincial Sport Bodies and school Athletic Associations, support area organizations and involve them.

4. The area/regional competition and athletes would lead to Provincial competition and training.

5. As above in #4.

6. As above in #4 and 5. It's progressive.

SPORT LEADERSHIP: ISSUES & FUTURE CONSIDERATIONS

DON WATTS

This paper deals with an evaluation of the current status of coaching, officiating and sport training, and discusses major issues and concerns related to these topics. Issue areas include funding, quality of instructors, communications, public relations, rural isolation, volunteers, membership, certification, and others. The paper also discusses the National Coaching Certification Program and makes general recommendations to resolve major issues.

SPORT LEADERSHIP: ISSUES & FUTURE CONSIDERATIONS

> "There are at least three subjects ... upon which no wise man should ever attempt to write: love, genius, and leadership. Of the three, the last is the most mysterious and the most unpredictably and capriciously feminine".
>
> Henri Peryre

The vast quantity research and philosophical writings about leadership reveals considerable confusion. It is amazing that so many could study one phenomena and gain such little understanding about it. It is true that no exact receipt for the development of leaders exist, since it is thought by some that certain persons are born leaders, and most of us would accept the fact that there are some innate characteristics which the majority of leaders possess. There are those who believe that circumstances and fate combine to make certain individuals into leadership roles and this, too, may contain an element of truth.

Thrust into crises and emergencies, leaders have continued to emerge, and yet, throughout the world we find planned programs for the development of leaders: Princes are groomed to become kings, youth leaders are studying sociology and psychology, Lieutenants are being trained to be Generals, and coaches and physical education teachers are considering administrative positions. It appears that confusion stems from the many and varied perspectives to view leadership.

In researching the literature, confusion ranged about how to define leadership or leader. One source did not define leadership but made a comparison between headship and leadership; the difference between headship and leadership was simply the basis from which the power is derived. In another source, leadership was defined as making progress towards group goals. In some instances authors would not define leadership, but rather attempted to define leader and then state the leadership was the pattern of behaviour adapted by the leader of a group.

To show the confusion, here are some definitions of a leader:

a) a person who is the focus of group behaviours.
b) a person who is able to lead a group towards a goal.
c) the person so named by the member of the group.
d) one who changes the level of group performance.
e) a person who engages in leadership behavior.
f) the group member who asserts more positive input on others in the group than they exert on him.

If we take the last definition of leader, we can then come up with a working definition of leadership based simply on the characteristic of a leader and in this case it would read: leadership is a process in which one group member exerts positive influence over other group members. As we can see by this process that we have just gone through, we end up going in a circle and no one has really defined what is leadership.

The problem with this particular paper, Sports Leadership, Issues and Future Considerations, is that we haven't defined what is Sports Leadership to begin with, and nowhere in the literature provided to the author, was a definition given. From literature research it appears that the definition of leadership or of a leader appears to be derived from the group itself or from the agencies, or individuals being served. It appears that any attempt to define leadership or identify a leadership process in Alberta should be done with respect to the group, groups, or individuals being served; for example a definition of leadership should have some connotation to sport, to coaches, officials, trainers or administrators as they see their need in Alberta.

For the purposes of this paper, the author has selected the following two definitions:

leader: the group member who exerts more positive influence on others ...in the group than they exert on him.

leadership: a process in which one group member exerts positive influence over other group members in order to make progress towards group goals.

In this paper discussion will center only around the delivery mechanisms of sports leadership in Alberta.

HISTORICAL PERSPECTIVE

Sport in Alberta has had a considerable amount of sport leadership training over the years. The training has not always been initiated by the Provincial Government. Many of the sports governing bodies have developed their own programs and many programs have been initiated by agencies in cities or in local communities. The initial emphasis on leadership training was of a technical nature, e.g., a skills clinic in soccer. Initially, many of the programs were informal in nature, with a group of coaches or athletes getting together and sharing ideas. Formal programs developed with funding from provincial, municipal and local regions e.g., an annual baseball coaches clinic held by the local recreation department. Prior to the development of the National Coaching Certification Program formal leadership programs did exist in Alberta with funding from the Provincial Government and encouragement to the sports governing bodies to provide definable programs to the member constituents. The majority of these programs again, were technical in nature e.g., training techniques, skill learnings. The number and variety of programs varied with the sports governing bodies' enthusiasm, need and current level of development. The major criticism of any programs of sports leadership programs in the past has been the lack of a defined goal of where sport is going in Alberta. In other words, what was the long range target of the sport leadership program, was it to develop Olympic athletes, or was it to develop mass participation in the various communities. This conflict is reflected even in the structure of sport organizations in the province, e.g., the Alberta Baseball Association and the Junior League baseball program have their programs directed at almost the same population, and in some cases are attempting to do the same thing i.e., develop new skills.

Sports leadership development programs in the past have tied with specific or special events e.g., Alberta Winter Games, Alberta Summer Games, Commonwealth Games, Olympic Games. For example, usually prior to these events major sports development funds were made available in order to train athletes or coaches for those events; however, in the majority of cases, the sports leadership programs and the funds came too late to make any major impact on sports leadership development or on sports performance. The program that has made a significant impact in Alberta towards sports leadership development, since 1975, has been the National Coach Certification Program. The National Coaching Certification Program (NCCP) has at least identified a goal for coaches to work towards and has broadened the scope of leadership from that of technical skills to include a variety of interpersonal and management type skills. Programs have been developed for other members of sport organizations including officials and trainers and to some extent for administers. However, nowhere to the extent of that of the NCCP.

The past has also found a major overlap of sports governing bodies in the Province of Alberta i.e., provincial sports governing bodies in some instances have little contact or communication with local agencies who administer their own leadership development programs. As a result we do not necessarily see a continuum of development for the coach or even the athlete from a a minor sport level to the provincial sport level. The same thing exists when it comes to a national - provincial relationship; some sports will have a strong national body but lack any major influence over provincial bodies or in some provinces do not have extensive development of sport. The development of the bi-athlon is a good example which is very strong in eastern Canada but extremely weak in the rest of the country.

What we've learned from a brief investigation in the past programs in Alberta is that there has been a mish-mash of programs without a clear identification of direction of sport. Has this changed? Let's take a look at the current status of sport leadership.

WHERE ARE WE NOW? THE STATUS OF COACHING

Today, Alberta has over sixty-five provincial sports governing bodies that are funded by the Alberta Government. There are many others that are not recognized as official sports governing bodies and as a result do not receive funding from the Provincial Government. There are numerous local organizations in existence across the province that serve local needs e.g., the Calgary Minor Sports Association that is an umbrella organization for all minor sports in the city of Calgary. In operation at the same time are numerous local organizations that do not fall under any supervision i.e., an informal organization that exists for communication purposes within the membership e.g., the Calgary Akido Organization. The sports bodies exist in a variety of stages of developing expertise from the highly organized, to those operating on a shoe string budget, or from which are highly developed and have identified goals and strategies to those that take the attitude; "Just give us the money and we'll spend it ourselves, somehow".

In order to serve the various sports in Alberta, numerous leadership programs are currently in existence:

a) Publications: Coaching Association of Canada Journals and publications.
b) National NCCP: Theory, Technical and Practical Programs.
c) Provincial Government Leadership Funding for Coaches.
d) Provincial Technical Programs in the NCCP and within the sport governing body. e.g. The annual volleyball camp in Jasper.
e) Educational programs with coaching streams e.g. University of Alberta and Mount Royal College programs.
f) NCCP Technical Programs included in the activity programs of colleges and universities e.g., badminton, soccer, and wrestling so that at the end of the activity unit the participant receives the first level of a technical leadership program.

g) Sports camps for coaches e.g., gymnastics, volleyball, football.
h) Private programs e.g., gold medalist sports camp.
i) Municipal programs: baseball clinics for coaches.

THE STATUS OF OFFICIATING

Officials organizations in Alberta appear to have varied type status:

a) Direct association and affiliation with the provincial sports governing body e.g., the Alberta Wrestling Officials Association that receives its funds through the Alberta Wrestling Association.
b) Officiating bodies separate from the sports governing body e.g., the Alberta Basketball Association and the Alberta Basketball Officials Association are administered separately. Within both of these types there appears to be one of two styles of administration:
    - A formal set-up with a true executive: treasurer etc.,
    - Those that are very informal in nature with no major program and in many cases the coach acting as an official at a meet and showing no significant difference in the status between the two.

For officials across Alberta a number of leadership programs are currently in existence:

a) Programs provided by National sports governing bodies e.g., the Canadian Amateur Wrestling Association.
b) Programs developed by provincial sports governing bodies e.g., the Alberta Amateur Wrestling Officials Association.
c) Regional sports governing bodies e.g., the Calgary Wrestling Officials Association.

d) Clinics provided by local agencies such as universities, recreation departments etc. Depending upon the state of development of the organization and its status as a provincial body funding has been available and currently is available for officials to attend national clinics, provincial clinics and regional clinics.

THE STATUS OF TRAINERS

The athletic trainer is a new animal on the scene in sports; and one that has been slow to be recognized. They have operated for a number of years in small numbers or existed in the guise of a coach or official. The interest in athletic trainers has grown for varied reasons:

a) The complexity of athletic injuries.
b) The tremendous growth in knowledge about athletic injuries.
c) A need to take into consideration legal liability problems.

There exists today a Canadian Athletic Trainers Association that certifies athletic trainers in Canada and has members in residence in Alberta. There is also a Canadian Association of Physicians in sports medicine and there are members of that organization in Alberta.

ISSUES/CONCERNS - PROBLEMS/BARRIERS

1. Coaching Issues

Certification: the topic of certification has been a long standing issue in sport as it has been in many other professions, and the typical concerns regarding it are: Why? Is it necessary i.e., is there something wrong? and who governs?

In many countries the issue of certification has been studied and implemented in various areas e.g., in U.S. school systems. In Canada, however, the direction of certification has been at the community sports level of those sports outside the community system e.g., the National Sports Governing Bodies, the provincial sports governing bodies etc. The issue has brought forward some problems that have to be addressed. Some of them are as follows:

a) Forced certification or participation versus volunteer participation. Today in this province and in other provinces some sports governing bodies have dictated that before individuals can coach or instruct in their sport they must have a certain level of certification, namely the NCCP program. Other sports have gone the other route and made it strictly a volunteer participation in either the theory or technical programs.

b) Grandfather Clauses. One of the major barriers to the introduction of the certification programs in some sports governing bodies has been the question "What do we do with our current coaches?" and in many instances it has created fear and animosity towards programs.

c) What level are we going to be dealing with? That is, what are the levels of theory, practical and technical that are to be brought in, and what levels are necessary for the different degrees involved in sport? e.g., elementary, community, provincial, national, international level etc.

d) Encroachment. Some organizations are concerned that if certification is brought in, especially in community sports, then there may be some pressure that other areas of the sport also must employ certified instructors or coaches. An excellent example of this fear is the school systems and instructor-trainers at the college and university level who are concerned about the quality of their program and the fear of having to have their people be certified before they can teach any of their sports programs.

e) Not all sports are organized to the extent of some sports. They are neither provincial or national in nature and many have no technical programs. How do they deal with certification in those sports and yet they are just as popular in demand and participation as other sports.

f) Agencies involved. There is a concern about how many agencies are involved in the certification of coaches in a sporting program, e.g. we have community level, city level, provincial level, national level and many agencies are offering these programs. Who is to be governing and who is to be administrating?

g) Integration Period. There are some problems about the integration of NCCP Programs into educational institutions; especially community colleges and the universities. They already have fixed programs and routes and in some cases their programs to not accommodate the introduction of the NCCP into the curriculum whether in activity or theory programs and they do feel, in some cases, that their programs are better and give a wider scope and are more in depth than the NCCP.

Problems/Barriers?

a) A major barrier is how to raise funds?

b) Qualified instructors. Maintaining qualified instructors, especially in many of the rural areas is a major problem.

c) Communication about courses. Are we effectively using mass media to advertise and make coaches aware of the various types of leadership training programs available?

d) Communications to grass roots level from sports governing bodies. This is a barrier in many of the major sports governing bodies, especially with major changes taking place in the executive both at the provincial and regional levels.

e) Advertising and publicity of the NCCP concept across Canada. It's a national program in scope and many of the provinces believe that if they are to administer the program then a lot of the ideas about publicity and awareness and encouragement for coaches to participate must come from the national level.

f) Rural Isolation: Both for communication but also for delivery of the programs. In many of the rural areas of the province, and especially in the north, it is difficult to identify coaches, communicate with coaches and at the same time put on a technical or theory clinic that is viable in terms of the numbers that participate.

g) A high drop-off rate in instructors. Reasons: Low pay, lack of recognition, a long gap between chances to instruct in the program.

h) National conflicts with provincial counterparts on record keeping. This has become a major problem between Ottawa and Alberta, especially when computer programs in Ottawa have not suited the needs of the types of record keeping that Alberta has been doing and asking for.

i) Lack of a sports program for the future. We've already alluded to this issue in that there appears to be a lack of coordination between agencies in sports and recreation, and a lack of a major game plan of where sport is going in Alberta?: What is the role of sport? How do we get there? What are the deadlines? etc. It is recommended that we take a strong look at integrating the areas of recreation, sport, and fitness so that our game plans are assisting each other and complimenting each other in order to reach whatever the defined goal is for sport in Alberta.

j) A lack of concern about leadership training. This is evident on the part of many coaches and also on the part of some sports organizations to get involved in leadership training. They may believe totally in technical training, that is the learning of skills, but be a little reluctant to become involved in the theory concepts.

2. Funding

Where are sports organizations to receive funds in order to develop leadership training programs? Who is to supply? Are they to be government sponsored programs? Are they to be private donations? Is it to be involved as part of the regular fund raising? To date, most of the funding has been coming from federal, provincial and city budgets. Here are some of the problems identified with funding:

a) There are variations from one sport to the next. Olympic sports appear to be the sports that receive the bulk funding because of the definite need for training of elite coaches and athletes.

b) Other sports governing bodies receive funds because of their high profile at being organized, well managed, and quite effective in their management of funds.

c) Other organizations receive extra funds because of their high membership enrollment. The problem is that not all sports are organized the same, not all sports have the same memberships, not all sports have the same goals, nor do they have the same affiliations and as a result it creates problems in terms of setting policy for government funding and also creates problems for sports themselves to raise their own funds.

d) Too late. In the past much of the funding for effective leadership development has come too late. That is the funds were allotted and the time to actually have effective leadership development taking place before the event was to occur was too short.

e) Knowledge of fund raising. Most sports governing bodies and individuals involved in the sports governing bodies have very little knowledge of how to go about fund raising.

Barriers

a) A lack of seminars, tips and workshops on fund raising.

b) Budgeting. Many sports governing bodies have a lack of knowledge of how to budget, how to do accounting, and reporting of monies allocated and spent.

c) Record keeping. Again, few organizations have had the training on how to keep records, how to set up files, and how to year end reports, both to the government and to their constituent members.

3. Parental Involvement

This issue always raises its ugly head and we think of the parents screaming at the young child who has just missed a shot, fallen down or been given a penalty by a referee, but the issue has other perameters to it. Some of the problems:

a) A lack of parental involvement
Cause: Apathy on the part of the parent, too early practices, too many practices still occurring during the working hours in

the afternoon when the parent works, parents given menial tasks that have little challenge to them, lack of knowledge of what's happening in the sport by the parent.

b) Forcing the child to participate in a program when the child doesn't really want to participate.
Cause: Parental ego, peer pressure on the parent to have a child involved, status, difference in values on the part of the parent and the child.

c) Criticism of officials.
Some parents refuse to get involved: particularly in officiating and even in coaching because they are not prepared to handle the possible criticism.

d) A lack of knowledge on the part of the parent of the sport and of the goals that are trying to be achieved either in that sport or in that particular competition, or league.

e) Problems on how to treat, recruit and maintain the volunteer.

Barriers

a) Communication and public relation knowledge on the part of the coaches.

b) How to work with parents. The inability to find ways of helping parents have knowledge of the goals of sport and of particular organizations. How to deal with the irate parent etc.

c) No training programs available either for the coach or the parent.

4. The Role of the Volunteer

There is a high turnover of the volunteer in sport. One is continually looking for a coach, assistant coach, official, treasurer, president, vice president, technical director. Some of the problems:

a) A lack of volunteers: e.g., takes too much time, I don't have any of the skills, I have shift work and I can't make a commitment.

b) Identifying skills of volunteers. How do we determine who in our community has the skills that we need in our coaching areas? We may be able to identify the areas that we need e.g., hockey coach, but how do we find the individual in the community, how do we reach them?

c) What are the expectations of a volunteer? How do we communicate with one, how do we build in incentives, how do we upgrade the volunteer, how do we give them feedback so that they will remain with us for a long period of time?

d) Evaluation of a leader. How do we go about evaluating the coach, vice president, treasurer? Who is to do their evaluation? How valid and reliable is the evaluation? What are we evaluating?

e) Overload. Many volunteers get overloaded with work: leading to burnout, drop out, and the volunteer disappears not only from that sport but from others.

   Causes: A lack of volunteers; failure to see the sporting organization of meeting the goals of why the volunteer came there in the first place.

f) How to retain the volunteer.

g) Problem of full time staff. Today, we are finding that the complexity of running sports organizations is increasing, the need for fund raising is increasing, the need for record keeping is increasing, the need for full time people to look after travel arrangements, purchasing etc., is becoming a major problem.

Barriers

a) Orientation programs. A lack of such programs for the volunteers and how they fit into the role of the organization.

b) A lack of funds to cover expenses of volunteers. It costs too much, I can't afford to be involved in the sport, it expects too much of me.

c) Executive and technical directors are too expensive. Salaries for such individuals are quite high when we consider the income that most sports governing bodies have developed over the years.

d) No on-going guaranteed provincial funding for volunteer programs or for hiring the full-time or part-time executive and technical directors.

5. Membership

Some sports organizations are experiencing a decrease in memberships e.g., wrestling. In some cases the participants are moving to other sports or other areas. This becomes a complex problem, especially when matching grants or additional funds are given to sports governing bodies for increased memberships. At the same time a situation exists where sports governing bodies are conflicting and trying to entice athletes of the same age and skill to the different sports governing bodies e.g., baseball. Some of the problems.

Problems

a) Declining enrollment in schools and a lower number of young children in our society. Many of our schools are facing this problem of attracting children to come out to the participation of sports in the schools and as a result are finding they are looking at cutting programs. A good example is high school wrestling which is on a decline. Why? It requires a lot of work, time, dedication and today many people are not enthused about putting that much out for a sport. Other causes are an increase in other recreational activities e.g., the outdoors has attracted a number of people away from other activities. Also a greater desire for the development of "me" - concern for myself - what can I do for myself rather than looking at a dedication towards a school or a team or organization.

b) The problems of recruiting coaches. We've already alluded to some of these e.g., energy costs, lack of skills, especially when sports skills are becoming more sophisticated. Why is this a problem? Perhaps the coach is saying "I want to do something for myself, I want to do something with my family, I've got other interests now, and I've given a lot over the years".

c) Similar agencies pulling for the same person - that is with declining birth-rate and lower number of children to enroll in programs agencies are attempting to attract the same participant.

d) A general decrease in student participation. Part of the reason might be that many students or young children are finding themselves in positions where they too are faced with increasing costs in commercial society and as a result are looking for part-time jobs in order to support their life-style or even to support their sport, especially if it is a highly expensive sport such as downhill skiing. It might also be that many of our sports are not giving the same challenge that they could find elsewhere in other activities. On the other hand it might just be that people involved in sporting organizations are a long way from the people that are involved as participants e.g., we are starting to notice a large number of people or students are going into trades: plumbing, electricity, etc., and yet the generation of coaches, the age of those coaches and the age of our middle class society are still thinking that children should be going on to university. As one parent has said there is more and more interest in the trades over the last two years than all the previous ten and as a result the parent is finding that more and more they are hearing of arguments between parents who want their kids to go to university and kids who want to go to trade school. What we find here is that the values of the coaches and the people involved in the sports organizations are different than the values or goals of the constituents whom they are trying to serve. We might be wise to have a good look at our market. Perhaps sports governing organizations have to take a look at designing a package that's going to meet the changing age group e.g., develop sports that are more geared to the elderly and the large population of adults.

Barriers

a. Scope of activities. Every year we see more and more activities and a greater access to some of these activities which then attract people away from their normal, or should we say old habits. We've seen a great growth in hang gliders, in cross country skiing and in horse related activities. All of these are drawing on different populations and perhaps taking them away from some of the old guard type of activities.

b. Inflation. It is not uncommon to have a large number of our students involved in part-time jobs so that they can support their style of living and also meet some of the costs that they would have normally not incurred. In some way we shouldn't be upset with this phenomena since some recent research has indicated that contrary to popular opinion, part-time jobs can have some very positive experiences for young children such as ability to communicate with others, budget management, responsibility etc.

c. Participation policies. Some schools and some agencies have developed policies restricting participation to particular individuals. In some cities students are not allowed to participate on a community team as well as a school team. This type of action has in some ways restricted the individuals decision to participate and as a result restricted membership in those organizations.

d. High failure in sports. Perhaps we should take a lesson and read Terry Orlick's book in a little more detail and study why do people drop out of sport. Maybe it's time that we went back and re-evaluated exactly what we are trying to do in sport. What are we really trying to teach children, what experiences are taking place, what goals can really be achieved? It's no fun when you have to sit on the bench, get cut, or don't get to touch the ball.

OFFICIATING

As indicated before there are a number of sports governing bodies associated with officiating in the province. Some of these are administrated on their own e.g., basketball while others have a direct formal association set up with the specific sports governing bodies and receive funds and administration from the sports governing bodies. Other official associations have either an informal or little contact with their sports governing body e.g., a group of coaches may act as officials at a meet.

A number of leadership programs are in existence and include the following: National sports or official governing bodies, provincial sport or official governing bodies, regional sport or official governing bodies and in some cases local sport or official governing bodies. Funding for the majority of the clinics are provided by national associations, provincial associations, regional associations or by the participants themselves.

Issues

1. Recruitment of new officials. One of the major problems in sport today is the recruitment of new officials:

   a. High turn over. Attracting new officials and keeping old ones active is a problem. Part of the cause may be low pay, over work, little recognition, no prestige, no subsidy for expenses, a lack of understanding of the role by coaches by participants and spectators, high expectations of officials by all involved, poor training, restricted input into direction involved in sport, and many other reasons that might be unique to each official association.

b. Parental-fan abuse. In some sports a direct cause of officials leaving is that the official has difficulty accepting abuse from parents, from coaches, and from participants. Officials giving up time, low pay and all of the other problems mentioned above find it difficult to accept such degrading activity and are quick to leave the profession.

c. Payment for officials. The expenses involved in officiating are getting more costly especially in the field of energy costs, uniforms or clothing, meals, accommodation etc. The alternative is to pass the expenses on to the participants through higher fees and expenses; however, the consequences of that act are higher membership fees and gate receipts.

d. Quality of officials. Upgrading and maintenance of officials is a major problem especially if there is a lack of funds. Funding in some sports organizations for officials is a low priority especially when there are dwindling numbers and other increasing costs.

Barriers

a. Low pay or no pay can be a barrier of the recruitment of new officials and keeping regular officials.

b. Increasing costs of travel, clothing etc.

c. A lack of public knowledge of the role of the official, how the game is played, how the rules are administered etc.

d. Status is at the higher levels of officiating and not at the grass roots level.

TRAINERS

As indicated there is a certification body for athletic trainers in Canada and there are associations in which trainers can be involved, e.g., the American College of Sports Medicine. There are also a number of other methods of upgrading such as clinics, newsletters, and enrollment in colleges that have training programs.

Issues:

1. Certification. South of the border in the United States certification has been an issue for a long period of time and has somewhat been resolved by having certification and or legislation e.g., trainers must be present in certain situations e.g., at schools, colleges, universities etc. In Canada legislation has not been brought in to accomplish this nor has there been a high demand for trainers although there is a need for trainers in attendance at a a number of activities and during practices. There is, as indicated, a Canadian Association of Trainers however, there are some problems involved in trying to certify trainers in Canada.

Problems:

a) Establishment of standards. Canada is a large country and many provinces lack bodies that could be involved in the establishment of standards for trainers.
b) Medical concerns. Some physicians are not ready to accept the role of the trainer and see conflicts that could exist when trainers are involved at the site of accidents at sporting scenes, or trying to prescribe certain rehabilitation programs for athletes; thus, there is concern for the grey line between the medical profession and the role of the trainer.

c) Rehabilitation versus training versus the first-aid concept. What is the role of the trainer? In many instances the history has shown that the trainer has been looked at as somebody who treats an injury, acts as a first aid individual, or takes a role in rehabilitation. Today the trainer requires a great knowledge of prevention of injury and also needs a knowledge of the concepts of training e.g., physiology, bio-mechanics, etc. In general many of the trainers particularly at the lower levels of sports participation have had little exposure to the prevention or training aspect involved in sports.

d) Employment. One of the reasons perhaps why few are attracted to the athletic training area is that future job placement is restricted, usually to large institutions or large athletic teams.

Barriers

a) Length of time to be certified or trained. It takes a significiant number of hours of on the job or laboratory training in order to become certified under the Canadian standards. As a result this would restrict the number of people who want to dedicate this amount of time in order to achieve the goal. It is difficult to find centres across Canada that will allow hands-on laboratory experience in order for the participant to meet the needs of certification.

b) The concerns of the medical profession. It would take some time before this particular barrier is overcome and will require much discussion between the trainers and representatives from the medical profession to iron out the areas of responsibility.

c) Liability. This particular item is related to the concern of the medical profession. Where is the role of the trainer, when does the trainer stop his function in order to allow the physician to continue on with his function. Also, what are the types of situations that a trainer must avoid and make decisions about in order not to get into a libel suit.

d) Equipment, facility, and supply costs. These are major restrictions for athletic teams to consider when hiring an athletic trainer. The equipment and facility required to operate an athletic training centre are extremely expensive and complicated at times and require a thorough background with experience and knowledge how to operate equipment and run the facility. The supply costs are enormous particularly in the area of tape and as a result can be a major expense to any athletic team.

e) Job market. Only big teams can afford to pay the salaries or large educational institutions have the facilities, equipment and budgets in order to support the personnel.

The current issues and concerns, barriers and problems that were stated above are only those of the author; adequate research of the sports governing bodies including officials and training associations must be done in order to obtain a large scope of some of the leadership issues that face these groups. What is more important is to attempt to identify the causes of these problems and develop a strategy to meet the needs and overcome the various barriers.

THE NATIONAL COACHING CERTIFICATION PROGRAM

The National Coaching Certification Program was developed as a federal program with initial funding and development supplied to the province of Ontario to provide a coach leadership program that was national in scope. Today that program has undergone revisions and is currently conducted across Canada, with the exception of two regions, and the program is a cooperative venture between the provincial and federal governments. The program has theory, technical and practical components, with provincial government agencies administering the theory program, the national and sports governing bodies administering the technical program, and a dual involvement in the operation of the practical program. The majority of sports that have developed or have been involved in the N.C.C.P. have a series of levels ranging from the Level I or beginner to the Level III which is the advanced program. Presently there are two theory levels with a third level to come on stream in 1981. Under the technical program the majority of sports have a three level system; however, here are a few sports that developed their own programs prior to the national program and as a result have more than three levels.

In Alberta, today, there are about 7,600 coaches of which approximately 5,000 have taken technical programs and approximately 3,000 have completed the theory program. In some cases they have been compulsory but in the majority of cases the coaches who have been involved in the program have done so on a voluntary basis. Programs of both theory and technical components have been delivered through a variety of agencies in the province, some of which include community colleges, universities, sports governing bodies, local or regional sports groups, and specific sports groups such as a local community baseball association, swim program or bowling club.

Evaluation of the delivery of the N.C.C.P. has been very positive especially in regards to content, learning principles, learning materials, integration of the theory and technical programs, and audio visual aids. If there are any major criticism of the N.C.C.P. they are as follows:

a) Poor publicity, especially the limited use of the mass media such as television, radio and newspapers. There appears to be a need for creating an awareness of the program as well as identifying to the coaches that there are benefits with upgrading or certification.

b) The delivery system in some cases does not reach a number of constituents especially in the isolated areas. The costs for delivering such programs obviously is quite immense and there are small numbers of people in those areas.

c) It takes a long time for feedback to go to the coach once they have completed the program; however this is a problem that has been brought on because of the relationship between the Alberta and federal method of record keeping.

d) In the delivery system there needs to be a greater incentive provided to local organizations to host such programs and to encourage institutions of higher learning to become more cognizant of how these program can be initiated into the professional activities programs.

AGENCIES INVOLVED IN SPORT LEADERSHIP

1. Coaching Association of Canada
    - receives funds from Federal Government
    - allocates funds to N.C.C.P. theory
    - newsletter, audio-visual aids, literature
    - funds to sports governing bodies for technical programs

Strengths:

- concerned with all sports and national issues
- resource development (films, manuals)
- upgrading of elite coaches, officials

Weaknesses:

- too far away for personal contact
- funding only to national sports governing body
- usually addresses only technical matters

2. National Sports Governing Body

Strengths:

- blends technical with theory
- excellent technical advice
- upgrade regional and provincial coaches
- usually administers officials program

Weaknesses:

- out of touch with local coach
- not enough funds for all needs
- concerned with elite coach

3. Provincial Government (Recreation & Parks)
   - provide special coaching grants to sports governing bodies
   - provide special conferences and workshops
   - provide consultative advice to sports governing bodies
   - administer N.C.C.P. theory courses

Strengths:

- concerned with total coaching program
- direct contact with sports governing bodies
- provide regional consultants to meet local needs

Weaknesses

- consultants have broad roles of job description and not specifically sport
- consultants have heavy number of sports
- consultants have low technical knowledge of the sport
- funding is too late for long range programs

4. Provincial Sports Governing Body
   - administer technical training program
   - administers sport policies and programs in the province

   Strengths:
   - develop programs from grass roots to elite level
   - represent most regions of province
   - establish their own needs and priorities
   - administer own technical program

   Weaknesses:
   - may not have true contact with grass roots
   - may only represent urban centres in the province
   - usually short on manpower
   - may not represent officials or trainers

5. Local Sports Governing Body
   - administer local competition, clinics and schedules

   Strengths:
   - identify local needs
   - have knowledge of local resources

   Weaknesses:
   - lack of funds
   - heavily worked as a volunteer

6. Municipal Government
   - set local policies, schedules, facilities, etc.
   - conduct local clinics or fund local clinic

   Strengths:
   - funds for coach development at technical and theory level
   - knowledge of local resources

   Weaknesses:
   - limited developmental funds
   - programs may overlap Provincial programs
   - NO communication with Provincial bodies or government

7. Colleges and Universities
   - responsible for their own athletic programs
   - have some coaching leadership courses (technical & theory)
   - some commitment to community services

   Strengths:
   - usually have elite coaches who conduct clinics and camps
   - have strong research background for theory courses
   - have strong library resources
   - some technical and theory courses have N.C.C.P. included in the courses

   Weaknesses:
   - local coach may have limited access to resources
   - employees are very busy with educational programs
   - not all technical and theory programs are of a similar content and not all give N.C.C.P. certification
   - costs to administer continuing education N.C.C.P. programs are expensive
   - not all clinics, camps etc. fit into a certification program

8. High Schools:
   - administer their own athletic programs

   Strengths:
   - most coaches have a physical education or coaching background
   - have access to workshops and clinics
   - strong background on children

   Weaknesses:
   - familiar only with children
   - schools have no standard or certification for coaches
   - coaches may get assigned to any sport
   - high burn-out
   - limited resources: magazines, etc.
   - clinics and workshops not always related to N.C.C.P. certification

9. Private Companies
   e.g. Kramer Products, Dunlop, etc.

   Strengths:
   - excellent publicity and promotional departments
   - excellent newsletters
   - good distribution
   - good writers and articles
   - many field representatives

   Weaknesses:
   - must sell the products to make a profit

10. Individuals
    - College coaching camp

    Strengths:
    - meet local needs
    - flexible in programming
    - top level experience

    Weaknesses:
    - not always available
    - limited resources

11. Professional Sports Bodies
    e.g. Edmonton Eskimos

    Strengths:
    - excellent drawing card
    - high technical skills

    Weaknesses:
    - skills and drills not always at the grass root level
    - expensive
    - may not be good "teachers"
    - seasonal

WHAT NOW?

Based on the information presented on issues, problems and barriers the following are suggestions to resolve the issues and problems:

a) That a major survey, workship or conference be held in Alberta to determine the direction of sport for the next decade and that the game plan be reviewed ANNUALLY. It is recommended that athletes of all ages be involved.

b) That the Department of Recreation and Parks issue a statement of definition of LEADERSHIP.

c) That each sport governing body identify the issues, problems and barriers with respect to leadership within their respective sports body.

d) That the Provincial Government take steps to bring all aspects of one sport under a common sports governing body.

e) That sports governing bodies identify the type of leader and type of leadership required in the sport and identify the methods required to develop the needed leadership.

f) That the Provincial Government develop a sports leadership game plan to reflect the sports game plan.

g) That the provincial sports game plan and sports leadership plan integrate all aspects of the Department of Recreation and Parks; planning, facilities, recreation, sports, fitness, etc.

h) That all agencies within Alberta responsible for sports leadership convene and identify their respective programs and that clear divisions of responsibility be identified and communication channels be established to ensure that all parties are aware of programs in other agencies.

i) That Sports and Fitness Section embark on major programs to inform the sports governing bodies about future trends so they can adequately plan.

j) That Sports and Fitness Section embark upon a major continuous publicity-incentive program to encourage the adult population to become involved in sport activities.

k) That the N.C.C.P. programs be better advertised using mass media to reach coaches at all levels.

l) That colleges and universities be given incentives to build N.C.C.P. programs into the college and university physical education curriculum.

m) That coaching, officiating and trainer leadership programs be further developed and delivered using new electronic modes e.g. teledon, satellites, etc.

n) That Sports and Fitness Section be provided with adequate operating and capital funds to meet the leadership program needs.

o) That sports and fitness resource centres be established across Alberta in local community colleges and universities.

p) That sports leadership and training centres be established across Alberta in selected community colleges and universities.

q) That a major publicity program be established to inform parents about the role of sport.

r) That sports governing bodies be encouraged to consider sports for mass participation, as well as the elite, with alternatives to bench sitting, cutting, sarcasm, etc.

s) That school sports programs open their doors to community participants who are not enrolled in school.

IMPLICATIONS

As a result of the previously mentioned resolutions I foresee the following consequences:

a) A change in delivery routes of current programs.

b) A fear on the part of coaches, officials, trainers and administrators to change.

c) A need for larger budgets for Sport and Fitness as well as the sports governing bodies.

d) Further requests by sports governing bodies for technical and executive directors.

e) A change in ways of providing for sports competition e.g. more industrial leagues.

f) A major confrontation between the medical profession and the sports profession.

g) A need for medical facilities to institute courses in sports medicine and physical fitness.

h) A need for policies to be stated in the following areas:
   - certification of coaches, officials, trainers
   - fan-player abusement
   - fan-official abusement
   - dual participation e.g. school-community league
   - trainer attendance at competitions and practices

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SPORT FACILITIES: ISSUES AND CONSIDERATIONS

David R. Rudge

This paper deals with future trends that may impact upon facility provision and major actors in facility provision. The paper concentrates on identifying, addressing and offering suggested resolutions and recommendations to a wide variety of sport facility issue topics. These include philosophy of provision, land acquisition, facility distribution, facility standards, games facilities, sport training centres, technological trends and operating costs. The paper makes recommendations to the Provincial Government and suggests areas of further research.

A: INTRODUCTION

The defining and resolving of issues related to sport facility provision is a challenging one. The existence of sport facilities is influenced by a complex range of factors. There are numerous organizations involved in the decisions for their provision and responsibilities for their development and operation.

While the literature related to sport facilities is growing, statistics and research to date remain somewhat limited. These will be important in the future to provide an improved base for decision making.

This paper has not involved a detailed literature review or statistical study. It is based primarily on the author's concepts from past experience in the field of sport facility planning, development and operation. It is not intended that the paper should answer all the questions that may arise regarding sport facility provision. Based on the terms of reference and time allocated this was not possible.

The paper has provided some background to the topic, defined the critical issues, suggested direction for their resolution and the implications of that direction. The provincial role in sport facilities has been suggested and recommendations for their involvement made. Further potential research requirements in relation to the issues has been outlined. The material should provide the necessary basis to pursue the topic in detail as part of future studies on sport development in Alberta.

B: HISTORICAL OVERVIEW

Over the last century sport has evolved from a casual pastime of the wealthy few to an important component of the lifestyle of almost all portions of Canadian society. With the increased affluence in society and availability of greater blocks of leisure time some degree of involvement in sport has become a common expectation. This involvement could range from a casual participant in low organization activities to competition in professional sport. It might also include participation as an official, coach, administrator or spectator. No matter what the involvement, the availability of facilities to accommodate the activities desired is an essential requirement. They need not be sophisticated. They need not be costly. However, there must be some kind of space or structure to facilitate the sport occurring.

As our general involvement in sport has evolved and become more demanding and more sophisticated, so too has our perception of what is necessary in the way of facilities to support each activity.

When sport was the domain of the wealthy few, the provision of facilities to support their interests could be handled by the participants from their own resources. Those members of the lower classes interested in participating made due with the local sand lot or frozen pond. As more interest in sport occurred groups of individuals often banded together to satisfy their needs for a facility. However, mass participation quickly shifted the major responsibility to governments where pooled resources through taxes could more realistically deal with the high costs of facility development.

At the same time, growing affluence has made it possible for entrepreneurs to fill the gaps and provide facilities in many instances where the other sectors (government, institutions, semi-private or private organizations) have not met the need.

All of the elements outlined above still exercise degrees of responsibility for facility provision in our current system. However, the local government system (municipal government and school boards) assumes by far the largest proportion of that responsibility. As the public becomes more involved, their expectation for sport opportunities continues to increase. At the same time the pressure on local tax dollars to satisfy other public services is also growing. We are faced with an obvious problem. The solution must include new attitudes and approaches to the facility aspect of sport opportunities if we are to satisfy the growing demand.

C: FUTURE TRENDS EFFECTING SPORT FACILITIES

While the predictability of future trends is a matter for considerable debate, there is evidence that indicates that various future senarios have a high probability. In light of this fact and our knowledge that these trends will impact on the future of sport facilities the following brief discussion is provided.

1. Population Increase

It is reasonable expectation, based on continued economic growth, that the population in Alberta will continue to increase in the coming years at greater than the national average. The obvious result of such growth on sport facilities will be an increased pressure on existing facilities, and immediate demands for new facilities to satisfy expectations. Unfortunately, the majority of this growth will occur in urban centres around the province, creating heavy demands on all forms of municipal services in such centres. Some of the questions raised are whether the muncipal tax dollar will be able to keep pace? Will sport facilities be a high enough priority in municipal spending to get their fair share? Will more residents be prepared to foot the bill through special taxes, lost levies and other revenue sources?

2. Population Structure Change

The adjustment of the population structure towards a more mature society will have a similar impact on sport facilities to that on the development of schools. The traditional emphasis on youth oriented sport programs will not be as dominant as in the past. Our facilities of the future will have to be flexible enough to satisfy the programs of the young as well as the needs of the adult and senior citizen population. With these people not only becoming a much larger sector of society, but also having greater blocks of leisure time to spend at sport, their expectations will be much greater in the future.

3. Leisure Time Increase

Blocks of leisure hours are expected to continue growing in the future with earlier retirement, longer vacations, shorter work weeks and other changes in our current life cycle. Sport and other leisure facilities will carry a large share of the demand from individuals seeking to satisfy their non work needs. Not only will we require more facilities to deal with such change, but more important we will have to become more effective in the utilization of our current facilities if we are to keep pace.

4. Technology

Technology has made rapid advances in the last generation and will continue to make even greater strides in the future. Many potential improvements to sport facility design will be possible that were never dreamed of in the past. A combination of improved materials and new systems that will be available should allow us to decrease operating manpower and put more time into the effective development and delivery of program services.

5. Energy

Energy costs will become an ever increasing percentage of the overall costs of facility operation. If we are to keep operating costs in line we will have to be more innovative and conscientious both in the design of future facilities and the operating procedures for them. There is considerable opportunity available to use to design or renovate our facilities to be more energy efficient. What is required is the necessary commitment and financial support from the decision making level to do so.

6. Urban Growth

The population growth mentioned earlier will have its major impact on the urban centres where the majority of industrial and commercial activity will occur. Not only will it create a requirement for new sport facilties, but more significantly right now, there will be a need to set aside adequate and appropriate parcels of land to accommodate the facilities of the future. Land will become the dominant factor in the availability of future sport opportunities as numerous land uses compete for the same resource, limiting future reserves and pushing the prices dramatically higher.

D: MAJOR ACTORS IN SPORT FACILITY PROVISION

The following chart outlines the various actors involved in the provision of sport facilities in the Province of Alberta. The priorization of relative spending is not based on actual figures but rather on the relative importance of each of the organizations listed in satisfying the sport facility needs of the province. There has been no attempt to analyze and suggest what role the different organizations should play. However, a key issue that will require discussion in the paper will be the roles of the various organizations in sport facilities and the necessity for co-ordination and planning to maximize the many resources available.

The relative success or failure of the various organizations involved in sport facility provision has not been suggested. Such statements would require an in-depth analysis related to some philosophical basis for involvement. The analysis was beyond the time frame available to prepare this paper. The philosophical base for the most part does not exist.

ORGANIZATIONS INVOLVED IN SPORT FACILITY PROVISION AND OPERATION
RELATIVE LEVELS OF FUNDING

ORGANIZATION	CAPITAL FUNDING	OPERATIONAL FUNDING
1. Local government (municipal government and school boards)	I	I
2. Provincial government	II	IV
3. Federal government	V	V
4. Post Secondary Institutions (in addition to other Provincial funding)	III	II
5. Local agencies (YMCA's agricultural societies or fair boards, community associations, etc.)	III	II
6. Semi-private clubs - non profit	IV	IV
7. Private facilities (available to the public - profit oriented)	IV	IV
8. Other (Hospitals, institutions, apartments, etc.)	IV	IV

Scale - I to V equals highest to lowest funding levels

E: SIGNIFICANT ISSUES

1. Philosophical Basis for Facility Involvement

a) Issue Definition

The brief historical review at the beginning of this paper indicated the way in which the responsibility for sport facility provision has evolved in this country. As chart I indicates, there remains a broad range of government, quasi-government, institutional, semi-public and private profit oriented organizations involved in the provision and operation of sport facilities. Many of these organizations overlap considerably in the roles they play in the sport field and in many instances duplicate and compete for customers to use their facilities.

A more co-ordinated and co-operative approach to the provision of sport opportunities could benefit everyone through improved quality and better economics. To accomplish this, a sound understanding of the role of each agency would have to be established from which to negotiate future responsibilities.

ISSUE I

WHAT IS THE PHILISOPHICAL BASIS FOR THE INVOLVEMENT OF VARIOUS ORGANIZATIONS IN THE PROVISION AND OPERATION OF SPORT FACILITIES?

b) Issue Resolution

This question is central to the future direction taken by the authorities currently providing sport facilities. The historical approach is no longer adequate. We can no longer provide services because historically we did so and add new services in an ad hoc manner whenever the demand arises. Filling the void is not adequate justification for involvement.

With the wide range of organizations currently building and operating facilities and the increasing difficulty of making them economically viable we have to have a more planned approach to their development.

As an example, many communities currently provide ice facilities at a heavily subsidized rate to minor hockey and figure skating groups. At the same time, racquet sport facilities are provided at a break even or profit level. The latter are often operated as direct competition to private enterprise who are attempting to deliver the same service at a profit without the benefit of government subsidization.

In order to ensure an equitable distribution of opportunities and reduce competition for the same customers by different organizations, each must define as precisely as possible the reasons for their involvement in sport facility operation and the type and level of opportunities to be provided. A co-ordinated review of such philosophies should allow for the development of a more effective delivery of services from existing resources by reducing overlap and improving quality of service. This is an essential first step toward the development of a sport facility policy at a local, regional, provincial, or national level.

c) Implications of Resolution

The resolution outlined above is obviously an extremely demanding task and well beyond the capabilities of any one agency. The master plan process within local governments should have attempted to address and resolve this question within the local jurisdictions. Unfortunately, most of these planning exercises have not really dealt with the elementary question of who should do what and why.

In most instances they have not even involved the variety of organizations involved in facility provision beyond the municipal authority. If the resolution proposed is to be a reality, future master planning exercises will have to be improved and encompass all those organizations within a local jurisdiction who provide facilities as well as regional and provincial agencies who affect them. The question of who provides what and why must be answered.

Similar planning exercises dealing with regional or provincial level involvement are also essential where facilities at that level are considered.

d) Recommendations for Provincial Government

The influence of the provincial government in promoting master plan development and its capabilities in assisting municipalities to do it right will play a major factor in the success of future master planning exercises and subsequent facility development.

> ALBERTA RECREATION AND PARKS SHOULD PLACE INCREASED EMPHASIS ON THE PROMOTION OF MASTER PLAN DEVELOPMENT AND CONTINUE TO IMPROVE ITS' RESOURCES AND SKILLS IN ASSISTING LOCAL AUTHORITIES TO COMPLETE THEIR PLANS SUCCESSFULLY.

e) Further Research

The capability of government to provide the assistance recommended will rest on the level of knowledge and skill available through it's staff. Continued research into improved planning procedures and technical aspects of planning will be essential to the accomplishment of this task.

2. Land Acquisition

a) Issue Definition

The key to the provision of facilities for sport is the availability of adequate land in appropriate locations to satisfy the need. Historically, particularly in rural or small town Alberta, land was not an issue. There was more than enough. In today's society, with multiple pressures on land use and its attractiveness as an investment commodity, land availability can no longer be taken for granted. Planning legislation and tax dollars place limitations on the land available through subdivision in new developments.

Competition for land use often limits access to prime locations for recreation use. Yet, for facilities to fully satisfy the defined needs of the sports public, they must be accessible both financially and physically.

Under the current planning legislation the potential exists for considerable competition between municipal and school authorities for reserve land dedication. This competition, and subsequent fragmentation of reserve lands available through subdivision, could considerably reduce the effective use of scarce land resources.

ISSUE II

HOW DO WE ENSURE CO-OPERATION AND PROPER PLANNING BY LOCAL AUTHORITIES FOR LAND ACQUISITION SO THAT ENOUGH LAND IS AVAILABLE IN THE RIGHT LOCATIONS AT AN AFFORDABLE PRICE FOR SPORT FACILITY DEVELOPMENT?

b) Issue Resolution

The primary requirement is for the various authorities involved in facility provision to co-operate in assessing long range requirements for land on which future facilities can be built. At present, very few communities have any kind of co-ordinated plan to determine future land allocations. In some instances there is competition for the same resources and subsequent duplication of facilities by different organizations. In the future, knowing the limitations on land the costs of facility development, the level of success in satisfying the wide range of sport demands may be related closely to the level of co-operative planning. Plans made now and land or financial resources set aside for its acquisition in the future can greatly increase our ability to meet unpredicted requirements a number of years from now. The past has told us this will be the case.

c) Implications of Resolution

In order to accomplish the planning necessary to secure future land requirements continued education and planning assistance will be necessary to help local authorities. In addition, the accomplishment of adequate land banking for sport and recreation purposes may in some instances require additional funding from sources beyond the local tax dollar. Finally, the necessary legislation will have to be in place to help local authorities implement their plans once they have been defined.

d) Recommendations for Provincial Government

Many departments of government are involved in the provision of planning assistance to local authorities. These include Municipal Affairs, Education, Environment, and Recreation and Parks. In order to ensure that a co-ordinated, planned approach is being taken at the local level it is essential that government departments be consistent in the support they are providing. This is not currently the case as exhibited by the procedures followed in redrafting and implementing the Planning Act, 1977. Each department has acted in a somewhat independent manner.

> GOVERNMENT DEPARTMENTS SHOULD DEVELOP A CONSISTENT APPROACH IN ASSISTING LOCAL AUTHORITIES WITH FUTURE LAND ACQUISITION NEEDS.

The costs of land are continuing to rise with the heavy competition in urban areas from various land uses and speculative investment. The availability of prime lands for sport and recreation purposes are limited and therefore they should be set aside now. Funds invested now in land banking for sport and recreation purposes will show considerable benefits in the future.

> GOVERNMENT SHOULD EVALUATE THE POTENTIAL OF PROVIDING GRANTS FOR THE ASSEMBLY OF PRIME SPORT AND RECREATION LANDS TO SATISFY FUTURE REQUIREMENTS OF LOCAL AUTHORITIES.

In order to accomplish the implementation of land acquisition plans the legislation effecting such action must be supportive.

> APPROPRIATE AMENDMENTS SHOULD BE MADE TO THE PLANNING ACT, 1977 TO ALLOW FOR THE ACQUISITION AND PROTECTION OF SUFFICIENT LAND FOR SPORT AND RECREATION PURPOSES.

e) Further Research

There is often debate and uncertainty amongst planning authorities and local governments as to the actual land requirements for sport and recreation purposes. In order to justify land requests made through legislation and to assist local authorities (municipal governments and school boards) in negotiating the best possible agreements for land allocation, further research is required on open space planning and recreation land acquisition.

3. Facility Distribution

a) Issue Definition

The physical distance to a facility from ones place of residence will considerably effect the degree of involvement of the public in a specific activity. For much of the population the question is not one of facility quality, but whether there is a facility at all. Obviously this question will vary throughout the province as one moves from a rural to an urban situation. The continuum will run from the situation of the major cities having opportunities for almost all activities at almost all levels of participation to rural centres where facilities are minimal to non-existent and levels of participation are limited to only the lower ends of the spectrum.

The distribution question is further compounded by the identity question within local jurisdictions which makes them hesitant to participate in co-operative shared facility development to increase sport opportunities and quality of opportunities on a regional basis.

ISSUE III

HOW CAN THE DISTRIBUTION OF SPORT FACILITIES BE ACCOMMODATED TO ALLOW A REALISTIC LEVEL OF OPPORTUNITIES AND QUALITY OF OPPORTUNITY THROUGHOUT THE PROVINCE? THE KEY QUESTION HERE IS TO DEFINE "REALISTIC LEVEL".

b) Issue Resolution

The primary constraint to the achievement of the above concern is the availability of adequate dollars to both develop and operate the facility. This means there must be an adequate number of tax payers or potential users to justify the capital cost and to maintain a high level of utilization. Otherwise the facility does not fit within the economic reality of the areas.

Ideally very citizen of the province should have the opportunity to participate in the wide range of sport activities currently being pursued. Economically this is impossible without levels of subsidization from senior levels of government.

There are several possible approaches to the expansion of opportunities for the residents of the province. The key to all of them is the best possible use of available resources.

Regionalization, a concept greatly promoted, but applied to only a mimimal degree in the case of facilities is one consideration. Through co-operative sharing of needed facilities a greater range of opportunities can be made available, particularly in the rural situation. The expectation that every facility must be based in one's home community is unrealistic and economically impossible.

Unfortunately, many communities with limited resources and user potential have relied on outside funds to get facilities built but are unable to sustain the operating costs because of this isolated approach.

Regionalization of facilities requires the sacrifice of some local identity in order to benefit the greater number of potential users. Where the economic potential for a community to house a number of facilities on its own does not exist this is one consideration.

A second approach is to maximize all resources within a local community. Too often facilities are developed which overlap in function with each other, but receive less than full utilization. Complete utilization is essential to achieve the highest level of return on the investment. The primary example of this is the duplication of space and facility by school boards and communities. While there is a movement toward community/school facilities, it has been achieved in only a small minority of situations. This is only one example of many.

Each facility, when developed, must be designed for full utilization at all times of the day, week or year. This requires the co-operative involvement of a variety of organizations, or authorities so that facilities can be shared and used to their maximum. Spaces should be flexible and capable of meeting a variety of needs. This will increase the user base and hence the economic reality of any particular facility.

Where facilities are beyond the normal capability of public agencies to provide, the attitude towards user pay will have to be adjusted if opportunities are to be provided. Also, semi-private or private operations may fill the void where users are prepared to pay the price.

Another approach which can help achieve a greater level of opportunities with limited resources, is to move away from cost heavy facilities to those which can be achieved with limited financial resources. Generally, outdoor sports such as trail activities, can achieve equal levels of satisfaction at only a fraction of the cost. Facilities of that nature can be distributed throughout the province with limited economic constraint. Also, those facilities which can be developed and operated effectively by volunteers should be a major consideration.

A major concern in the question of facility distribution is that of building beyond the realistic limits of the community or region. As indicated earler, every facility must have an adequate user potential to justify its existence. This must remain the key to the provision of facilities. Other factors, particularly the availability of capital funds from outside the community, should not be allowed to create unrealistic levels of expectation in the provision of sport facilities.

We must attempt to maximize our available resources through proper co-operative planning, and then accept the level of opportunities we have achieved rather than extending beyond our means.

c) Implications of Resolution

The trends of late in Alberta have been away from regional co-operation in recreation and sport. In fact, a number of regional recreation systems have dissolved in the last few years. Therefore, if regional facilities are to be a reality in the future a major reversal of attitude among local authorities will have to occur.

Co-operative approaches to facility development may create higher funding expectations by local authorities. While the eventual benefits and economics should justify concepts like community/school development, indications are that they may incur higher costs initially. To date proper evaluations have not been undertaken to determine actual costs of different alternatives to facility development and operation. Therefore, it is difficult to debate the question at this time. However, requests for more provincial funding should be expected.

In both cases above, there must be commitment from local authorities to making them work. This will require considerable encouragement and support from the provincial government.

d) Recommendations for Provincial Government

Alberta Recreation and Parks has promoted the concept of regionalization for many years now. In light of the foregoing discussion, it is important that the department continue to encourage it's adoption.

> ALBERTA RECREATION AND PARKS CONTINUE TO RESEARCH INFORMATION ON AND PROMOTE THE APPROPRIATE APPLICATION OF REGIONALIZATION, PARTICULARLY IN RELATION TO FACILITY DEVELOPMENT.

Co-operative planning among various authorities and agencies at local levels requires considerable assistance and advice if it is to prove fruitful. One source of such assistance is the provincial government.

> PROVINCIAL DEPARTMENTS (RECREATION AND PARKS, EDUCATION, ADVANCED EDUCATION, AGRICULTURE, CULTURE, ETC.) SHOULD DEVELOP AND PRESENT A CONSISTENT APPROACH AND ADVICE TO FOSTER GREATER CO-OPERATIVE PLANNING AMONGST LOCAL AUTHORITIES.

In order to design and develop facilities for maximum flexibility and multiple use, organizations require up to date information and ideas.

> ALBERTA RECREATION AND PARKS SHOULD CONTINUE TO RESEARCH AND SUPPLY INFORMATION ON FACILITY DESIGN TO MAXIMIZE UTILIZATION OF FACILITIES.

The encouragment and support of senior governments in promoting sport activities requiring less sophisticated equipment and facilities will greatly assist organizations in moving in this direction.

> ALBERTA RECREATION AND PARKS SHOULD PROVIDE GREATER EMPHASIS ON PROMOTION AND ASSISTANCE IN THE DEVELOPMENT OF LOW COST SPORT ACTIVITIES TO IMPROVE THE DISTRIBUTION OF SPORT OPPORTUNITIES IN THE FUTURE.

The availability of adequate numbers of committed and trained volunteers will remain a key element in the success of many sport and recreation systems.

> ALBERTA RECREATION AND PARKS SHOULD CONTINUE TO FOSTER THE DEVELOPMENT OF VOLUNTEERISM AND PROVIDE OPPORTUNITIES FOR THE DEVELOPMENT OF LEADERSHIP SKILLS IN THE DEVELOPMENT AND OPERATION OF SPORT FACILITIES.

e) Further Research

While regionalization has been promoted for a number of years, detailed facts and figures on the economics and benefits as applied to facilities have seldom been provided. Such research could greatly assist authorities in making more rational decisions in the future.

New approaches to sport facility design are continually being developed. These should be researched and where applicable the information made available to organizations involved in sport facility development.

4. Sport Facility Standards - Competition vs Participation

a) Issue Definition

Within a facility the range of participants can vary considerably from the low level recreationist to the international competitor or professional. Their needs in terms of facility design and capability are often as varied as their talents at their specific sports. While compromises and shared use of common facilities are often possible, in many cases the high and low levels of participation are simply not compatible. Design for one may not suit the other and vice versa.

In addition, the design to the higher levels often entails considerable increases in both capital and operational cost to satisfy limited numbers of participants in a limited number of events.

ISSUE IV

DO WE ADJUST STANDARDS FOR COMPETITION TO FIT RECREATIONAL LEVEL FACILITIES OR DO WE SACRIFICE RECREATION POTENTIAL FOR THE GREATER POPULATION TO ACCOMMODATE LIMITED NUMBERS OF COMPETITIVE ATHLETES AT A CONSIDERABLY HIGHER COST? WHERE IS THE COMPROMISE?

b) Issue Resolution

While it is not always the case, there are many situations where traditional competitive standard sport facilities are not capable of satisfying the requirements of recreation level activity. The best example is the current popularity of indoor swimming pools. Many of these pools are being promoted by local swimming clubs, diving clubs and other aquatic organizations. Unfortunately, the design of a pool to certified competitive standards often precludes the potential for many of the water oriented recreation activities desired by the majority of the population. Young children, seniors, and adults not wishing to swim, but rather to recreate in the water can't do it appropriately in a minimum three and one half feet of water.

However, it is possible to design pools with the shallow recreation water desired by much of the population and still allow competition swimming over a standardized distance. Do all our pools have to be designed to satisfy provincial, national, or olympic standards to be acceptable for competition? It is possible to adjust our competitin standards to fit the available facility and thereby create greater user potential, improved economics of operation and increased overall benefit from an expensive facility. This alternative would require some compromise by the organizers of competitive sport.

While the principle has been discussed around the example of pools it applies to many other facilities. Do our young kids need to compete on full size facilities be it hockey, soccer or any other sport. Should every community wishing to host the Canada Games have to have all the facilities at the competitive standard?

It's time we looked at adjusting some of our standards for competition to fit the facilities available. The record book and the achievement of olympic standards shouldn't be the basis for community facility design when a much greater population has to be served.

c) Implications of Resolution

The above resolution would require some major adjustments in attitude among competitive organizations, sport governing bodies and provincial governments involved in the promotion of competitive sport. This could create considerable controversy and debate. In fact, what is required is compromise for the benefit of both competitive and recreation users. In many instances, the opportunity to recreate in a sport will generate the desire to compete.

It may be necessary, where a community interested in hosting a games competition does not have certain facilities, to adjust the actual sports to be hosted to fit with the capabilities of the community itself.

d) Recommendation for Provincial Government

The Provincial Government has considerable influence both in the development of competitive sport and the development of new sport facilities. While it should not exercise a decision making role, more effort should be made by government to assist communities and competitive sport organizations in achieving the best possible facilities to satisfy both the competitive athlete and the recreational participant.

> ALBERTA RECREATION AND PARKS SHOULD EVALUATE AND PROMOTE SPORT FACILITIES DESIGNED TO ACCOMMODATE BOTH COMPETITIVE AND RECREATIONAL LEVELS OF ACTIVITY TO ENSURE MAXIMUM BENEFIT FROM FACILITY EXPENDITURES.

e) Further Research

The provision of appropriate advice depends largely on the availability of up-to-date information and ideas. In this case, research should be undertaken to design standards adequate for competition, but that are also acceptable for the promotion of recreational levels of activity.

5. Games Facilities - Legacy or Liability

a) Issue Definition

Over the past decade the games phenomena has spread throughout the country in an attempt to get people involved in many levels of competition. There are games competitions for the young and old, in the winter and summer, and at all levels from international right down to local. One theme common to most of these events is the development of new or upgraded facilities and the proposed facility legacy resulting from them. The question arises; are these facilities a benefit or a liability?

In many cases, facilities constructed to accommodate these competitions are of a highly specialized nature, capable of satisfying the needs of only a small minority of the general public. Despite this, all the public must pay for their development and more importantly carry the costs of their operation in the future.

ISSUE V

HOW CAN WE ENSURE THAT THE FACILITY LEGACY ARISING FROM SPECIAL COMPETITIONS REMAINS A BENEFIT AND NOT A LIABILITY FOR THE COMMUNITY FOR WHICH THEY WERE PROVIDED?

b) Issue Resolution

This a continuation of the discussion from Issue IV. Many millions of dollars have been provided to communities to assist them in hosting various competitions at a provincial, national or international level. Much of this funding has gone toward the development or upgrading of the various facilities necessary to host such games. Unfortunately, all too often, the facility legacy remaining with the community has turned sour. Canada Games swimming pools across the country run at a deficit of from $300,000.00 to $500,000.00 annually. Some have been on the verge of shutting down. In other instances, facilities have in fact been forced to close. The best example is the speed skating oval built in Lethbridge. While the environment provided some problems in it's operation, the primary consideration in closing it down as the limited potential for its use by the local population. The local taxpayer simply couldn't justify its operation.

The provision of a facility legacy has considerable appeal, particularly to a community which has limited facilities at present. However, any such facilities should be designed to ensure they meet the greater communities needs and not just the requirements of a one time competition. The local tax dollar is not capable of carrying the load for facilities of this nature. If facilities are required to be built to higher than realistic standards there must be commitments to on going funding from other than local sources.

c) Implications of Resolution

This approach, as in the last issue discussed, may require some adjustment of attitude among agencies responsible for games promotion. Is it possible to adjust sports to fit the capabilities of the host community? Is is possible to adjust competitive sport standards to fit the available facilities? Where this is not possible, who will be prepared to carry the long term financial commitments which may result?

d) Recommendations for Provincial Government

As indicated before, the provincial government plays a major role both in the promotion and support of games competitions at various levels. As part of their role, they should ensure that facilities developed for a games event have the capability of remaining economically viable for operations in the future, and that local communities will not be left carrying a heavy tax load for facilities which provide them limited benefit.

> ALBERTA RECREATION AND PARKS SHOULD PLAY A SIGNIFICANT ROLE IN FACILITY FEASIBILITY STUDIES FOR GAMES FACILITIES PRIOR TO PROMOTING AND FUNDING SUCH FACILITIES.

Where facilities are funded which are deemed necessary to a games competition but are beyond the capability of local jurisdiction to operate, a commitment to financial operating assistance should be made at the outset by the provincial goverment or other senior governments.

> ALBERTA RECREATION AND PARKS SHOULD ESTABLISH OPERATING ASSURANCES FOR FACILITIES ESTABLISHED UNDER THE ABOVE CIRCUMSTANCES.

e) Further Research

The research would be similar to that suggested under issue number four.

6. Sport Training Centres

a) Issue Definition

The advancement of sport knowledge and the development of the elite athlete to his competitive peak require a facility of sophistication beyond the scope of the vast majority of facilities provided by our normal organizations. Their degree of specialization and high cost, while appealing to the needs of only an elite few of the population, has placed the acceptance for their provision in a void and not within the domain of the normal organizations involved in sport facility provision. Such centres might include potential for teacher training, coach development, elite athlete training, sport research and sport medicine. A variety of support facilities including accommodation, food service, administrative space and teaching and research rooms in addition to the normal athletic and training facilities would ideally compose the complete centre. Many of the components of such centres exist through our current sport facilities. What we lack is the availability of a co-ordinated whole.

ISSUE VI

HOW DO WE ACCOMPLISH THE PROVISION OF A COMPLETE SPORTS TRAINING CENTRE (S) TO ACCOMMODATE THE WIDE RANGE OF SPORT ACTIVITIES CURRENTLY BEING PURSUED? DO WE NEED A CENTRE (S) OR CAN EXISTING FACILITIES BE CO-ORDINATED TO ACCOMPLISH THE TASK?

b) Issue Resolution

How we attempt to deal with this question depends largely on how we define the functions of a sports training centre. These can include teacher training, coach development, elite athlete training, sport research and sport medicine. To date the European counties (Great

Britain, West Germany, France, and the Eastern Block countries) have made the greatest strides in the development of sport training centres. These have varied from single sport centres to multi-sport, multi-function centres such as the German Sports University in Cologne, West Germany. In most cases they have been heavily subsidized. While reports vary on their level of success, evidence indicates that they have assisted considerably in the development of sport in the countries where they exist. They should therefore be a consideration in the future development of sport in this country. The question is how to achieve them within our government and economic system.

In addition to the basic training facility a variety of support facilities are necessary to accommodate the needs of those involved in the various functions of such a centre. These include accommodation, food service, administrative space and teaching and research rooms.

In order to make any such centre a viable operation there are two key considerations:

- maximum utilization of the facility and support services for a large percentage of the available time must be made.
- the generation of sufficient revenue to keep the economics within a realistic level is essential.

To achieve these two goals, such a centre must have a broad range of clientele (not one sport and not just athlete development) and it must be capable of providing program opportunities to clientele who will pay for them. The support facilities must also function at a break even level. Association of the sport training centre with other sport related functions will generally be necessary to accomplish these requirements. The mere existance of a high level, competitive design facility is not adequate to create a sport training centre. The Lethbridge speed skating oval is a prime example. In theory it provided an excellent facility for the development of the sport. In fact, the combination of environment, limitations on use, economics, and poor support facilities made it unrealistic as a site for the development of speed skating.

What are the options for the provision of sport training centres in our present system. Currently, the development of such a centre as part of or in conjunction with the advanced education system (universities or colleges) is more realistic. They currently house varying degrees of such facilities (sports facilities, research space, teaching space, and support facilities) in many instances. The requirement for multiple use of these already exists and the utilization factor is relatively assured from the outset. In terms of economics, it is the closest to being realistic. The primary constraint would be in the levels of responsibility for facility operation. Are advanced education institutions prepared to share responsibility and authority with other agencies in order to achieve sport development goals? The potential is there if the commitment can be made.

Many sport activities are not incorporated into advanced education institutions as part of their inter-collegiate, intra-mural or recreation programs. In other instances the facilities available are not appropriate for sport training purposes. Other options to the development of sport training centres must be explored in many instances. What might these be?

Such centres might be associated with the development of privately operated facilities (ie., skiing, or racquet sports) and used as a drawing card in relation to the profit incentive of private operations. Facilities might also be shared with municipalities, professional sport clubs, or other organizations where a complimentary function is possible. However, the competitive design requirement should not detract from the local sport needs, particularly where such a centre is developed in conjunction with a local government.

As a result of the limited economic capability of such centres operated in isolation, their functions must be associated with off setting economic generators if they are to be reality at present. This is the key consideration. Without it the only option is heavy subsidization by government and high costs to athletes, coaches and others who may utilize such centres if and when then exist.

c) Implications of Resolution

The incorporation of a sport training centre into an existing facility will inevitably mean an increase in costs (capital and operational). With most organizations currently operating at their financial capacity, they obviously would be unable to absorb additional commitment. The training centre aspect would have to be capable of carrying it's own share of the costs or there would have to be subsidization from other sources to meet this need.

Another concern would be the potential question of responsibility and authority for facility operations. With a variety of organizations including universities, sport governing bodies, municipalities and the provincial government potentially involved, a spirit of co-operation and shared responsibility would have to be established at the outset. Assuming such an attitude can be established, the resolution of actual roles and responsibilities should be accomplished without difficulty.

d) Recommendations for Provincial Government

Various provincial governments as well as the federal government have undertaken studies of sport training centre needs and alternatives. There is a large store of knowledge available in other countries (particulary Europe) where such centres have been operating for a number of years. Many of these have also been analyzed by governments in Canada.

> ALBERTA RECREATION AND PARKS, IN CONJUNCTION WITH OTHER PROVINCIAL GOVERNMENTS AND THE FEDERAL GOVERNMENT, SHOULD INITIATE A CONSOLIDATION OF AVAILABLE INFORMATION ON SPORT TRAINING CENTRES TO ASSIST IN FUTURE ANALYSIS OF ALTERNATIVES.

Any future sport training centre development in Alberta or involving Alberta organizations will certainly require provincial government involvement.

> ALBERTA RECREATION AND PARKS, IN CONJUNCTION WITH OTHER APPROPRIATE AUTHORITES, SHOULD INITIATE AT LEAST A CURSORY REVIEW OF SPORT TRAINING CENTRE NEEDS AND POSSIBLE ALTERNATIVES TO THEIR DEVELOPMENT. WHERE FACILITIES HAVING POTENTIAL FOR SPORT TRAINING CENTRE STATUS EXIST, SPECIAL FUNDING SHOULD BE CONSIDERED FROM PROVINCIAL SOURCES TO OFFSET ADDITIONAL COSTS ARISING FROM SUCH USE.

Where appropriate, consideration should be given to co-operative efforts with other provincial governments and the federal government in satisfying future sport training centre requirements.

e) Furthur Research

As indicated above, much of the research into existing sport training centres has been done. A consolidation of this information is necessary. In addition, research into specific sport training centre needs for Alberta should be initiated.

7. SPORT FACILITY TRENDS AND TECHNOLOGY

a) Issue Definition

The combination of leisure interests and technological advances are creating significant new opportunities for advancement and innovation in the development of recreation facilities in the future. New materials, better mechanical systems, computer technology and many other advances can create more attractive, better equipped and more cost efficient facilities for sport activities. Unfortunately most organizations involved in facility development and operation tend to opt for the tried and true approach rather than risking a mistake on new ideals.

ISSUE VII

HOW DO WE ENSURE THE INCORPORATION OF THE MOST UP TO DATE IDEAS AND TECHNOLOGY INTO OUR NEW FACILITIES TO ENSURE THEIR RELEVANCE AS FAR INTO THE FUTURE AS POSSIBLE?

b) Issue Resolution

The major deterrent to the application of new or improved approaches to facility design or operation is that of risk. The private sector, requiring a profit to remain in business, can not risk the failure of an untried idea. In the case of local government where they only build a limited number of facilities which must satisfy needs for many years in the future, there has to be a high level of assurance that a design will be successful. The concern of the politician for the public response to a possible failure will not allow him to experiment. In addition, local tax dollars are too limited to research and explore new ideas adequately. Therefore, new technology or innovation in design occurs at a very slow rate. This means many opportunities for the development of better facilities may be lost.

In order to overcome this problem, funds must be made available to construct pilot projects or do research on the application of new technology to sport facilities. Information can then be disseminated from a central source on proven ideas without the risk of financial loss to other organizations. The information source will be as important as the research itself. Such a program should be the mandate of senior levels of government who can provide such a function in an unbiased manner and who have the resources to undertake the risk without the fear of major financial loss. They also have the information dissemination capability necessary to ensure that the greatest number of people are aware of the findings.

c) Implications of Resolution

If this proposal is to occur it will require a more liberal attitude by senior levels of government in the sport and recreation area to the expenditure of funding for experimentation. Knowledge of the potential value and dollar savings to organizations involved in facility provision should general the necessary change in attitude.

d) Recommendations for Provincial Government

While the federal government may show some interest in such experimentation, the mandate to do so lies primarily at the provincial level.

ALBERTA RECREATION AND PARKS SHOULD ESTABLISH A FUND TO ALLOW FOR GREATER RESEARCH,EXPERIMENTATION, AND PILOT PROJECTS TO FIND AND PROVE OUT NEW AND IMPROVED APPROACHES TO FACILITY DESIGN AND EQUIPMENT.

Without a good system of information dissemination the above funding to generate new information is of limited value.

ALBERTA RECREATION AND PARKS SHOULD CONTINUE TO SUPPORT THE IMPROVEMENT OF INFORMATION DISSEMINATION ON THE ABOVE SUBJECTS.

e) Further Research

As outlined above, there is a requirement for ongoing research into the technology, materials and design related to sport facilities.

8. SPORT FACILITY OPERATING COSTS

a) Issue Definition

One factor that is often dealt with in too superficial a manner in the development of facilities, is the long term financial implications of sport facility operation.

Everything from manpower to design and energy costs to market will effect the future cost of facility operation. It will grow with inflation and may over time even race ahead. Innovation, planning and a lot of common sense are essential to keep it in tow. These must be incorporated into the concept from the outset.

ISSUE VIII

HOW DO YOU KEEP OPERATING COSTS IN LINE AND STILL MAINTAIN QUALITY SPORT OPPORTUNITIES IN FACILITIES?

b) Issue Resolution

Almost every decision we make regarding the provision and utlization of a facility will effect the eventual costs of operation. While at the outset it is usually the capital costs that raise the greatest concern, ultimately the costs of operation spell success or failure.

Several principles must be observed in dealing with this issue;

- maximize clientele and therefore potential revenue
- minimize costs for maintenance, manpower and energy.

While there is no easy formula to accomplish this, some of the following ideas should be considered.

To maximize clientele:

- design for multiple use
- emphasize attractiveness of design
- attempt to provide program for the broadest possible cross section of the population

- co-operate with other organizations
- make people want to come back

To minimize costs:

- use low maintenance materials
- install the latest technology
- establish operating procedures to save on energy
- employ preventive maintenance

As stated before, be innovative, plan, and use a lot of common sense.

c) Implications of Resolution

The reduction of operating expenses will require greater effort on the part of organizations providing facilities, to plan and operate their facilities more effectively. This will require continued sources of information and education to assist them in accomplishing the task.

In addition, the concepts of co-operation and proper planning will have to be applied to future facility decisions.

d) Recommendations For Provincial Government

There has been continued pressure from municipal governments to increase provincial support for the operation of recreation services. The major reason for this concern has been the increases in facility operating costs caused by energy, manpower, and general operating expenses. While direct grants, as currently proposed, will assist to a limited degree, their influence will quickly be lost to inflation. The only realistic approach to improving the operating situation is to design facilities better and operate them more effectively. This requires an appropriate source of up-to-date information and advice on facility development and operation.

ALBERTA RECREATION AND PARKS SHOULD EXPAND ITS' ASSISTANCE TO ORGANIZATIONS INVOLVED IN SPORT FACILITY OPERATION TO HELP REDUCE LONG TERM OPERATING DEFICITS.

AND

DIRECT MORE FUNDS TO THE ENCOURAGEMENT OF IMPROVED DESIGN AND OPERATING PROCEDURES (ie., energy) RATHER THAN BLOCK OPERATING GRANTS.

e) Further Research

Continual research into the ways and means of reducing operating expenses will be necessary. This involves most of the aspects of research that have been reviewed under the previous issues, as all these will have some impact on future operating costs.

CONCLUSION

Sport facilities have become a major topic for debate throughout this country in recent years. While they provide a place for participation, they also represent the image of the community and its' growth and success. For this reason, the decision on their development is often much more than a question of logic. It's heavily influenced by emotion, community identity and political interest. These factors have limited effect on the eventual success of the facility, unfortunately. It is governed largely by the quality of experience provided and the economics of its' existence.

Therefore, it is necessary to set aside the emotion and attempt to view facilities from a long term perspective. We must, in many cases, adjust traditional attitudes and be prepared to compromise and co-operate with the various organizations involved in sport if we are to achieve full benefit from the facilities we build. New ideas and innovation in design must be explored and attempted to meet the changing trends and economic conditions.

The many organizations involved in sport facility provision all have a significant role to play in the development of sport in this province. Through improved co-ordination and planning the contribution of each of them can achieve the greatest possible benefits for the clients they wish to serve, the residents of Alberta.

The Alberta government must play a significant role in the future of sport facility development. It has the expertise and financial resources to facilitate other organizations realizing their goals.

Its' most significant contribution can be made by assuming a lead role in the co-ordination of future sport facility development.

The Sport Policy Study and the involvement of the many sport organizations in the province in the preparation of it is an important first step.

This paper will form one small part of that greater whole. It has attempted to define some of the key issues related to sport facility provision. While the resolution of those has not been in depth, it has hopefully suggested adequate direction for future detailed work on the topic. These must now be melded with the issues of the many other sport topics being explored to achieve a complete understanding of this complex subject. The opportunities that this process provide are tremendous and will be the basis for the future successful development of sport in Alberta.

SPORTS MEDICINE IN ALBERTA

DAVID J. MAGEE, PH.D.

This paper deals with a historical development of sports medicine in Canada and the proposed formation of Sports Medicine and Science Council in Alberta. The paper discusses the formulation of a sport medicine policy. The membership, mandate and services of the proposed Council are also discussed. The paper also recommends the establishment of sports medicine diagnostic and treatment centres and suggests the possible programs and services of such centres.

BACKGROUND AND HISTORICAL PROSPECTIVES OF SPORTS MEDICINE

In the 1960's the care of Canada's athletes in the sports medicine sense tended to be a rather haphazard affair. Whenever a major sports competition or major sports event was scheduled, individuals were selected because they knew someone who had attended an event before, or often because they were a "friend of a friend" rather than on their ability to act as competent sports medicine practitioners. Many times this situation led to subquality medical and paramedical care for the athlete. This problem persisted until the summer Olympic Games of 1968, when the Canadian athletes formally complained to Sport Canada with regard to the medical care they were receiving at major events. The end result of this complaint was the formation of the Canadian Academy of Sports Medicine, which is a branch of the Canadian Medical Association. It was formed with the assistance and encouragement of the Federal Government. All physicians who were interested in sports medicine were eligible to become members. For the initial two years, the Academy was housed in the National Sport and Recreation Centre in Ottawa. Thereafter, it was classed as a non-resident sport. Although the Academy helped to solve part of the problem, that is, the problem of suitable physicians, it did not solve the problem of therapists or scientists.

At about the same time the Canadian Athletic Therapists Association was formed followed by a few years later by the Sports Medicine Division of the Canadian Physiotherapy Association. These two associations were formed by interested individuals and initially had no direct contact with the Federal Government. Thus, many of the same problems continued to occur with the athletes complaining of substandard care because it was found that the people most frequently dealing with the athletes were the therapists rather than physicians at major events and competitions.

In 1977 the Federal Government developed a green paper on sport asking for submissions from various organizations. The organizations involved in sports medicine approached the Federal Government asking to have a coordination council formed which would include all groups interested in the welfare of the athlete from a sports medicine aspect. In the following year in March, 1978, an organizational meeting to develop such a council was held. At this meeting, representatives of the Canadian Academy of Sports Medicine (physicians), the Canadian Athletic Therapists Association (athletic therapists or trainers), the Sports Medicine Division of the Canadian Physiotherapy Association (sport physiotherapists) and another group which represented the various scientific groups (exercise physiologists, sport bimechanicians, sports psychologists, and so on) - The Canadian Association of Sport Sciences in attendance.

At this organizational meeting, a definition of sports medicine was established that would encompass the actions of the council. According to the definition:

> Sports medicine is the field of practice concerned with the preparation and the medical and paramedical care of athletes and recreational enthusiasts, and the prevention and management of sports injuries and illnesses.

In the definition of sports medicine it should be noted that sports science is considered to be an integral and essential component in the field of sports medicine. It has a direct impact in the area of preparation of the athlete and prevention of sports injuries. In other words the definition represents an holistic approach.

At the initial meeting, it was decided that to be effective, the Sport Medicine Council of Canada, as it was to be called, should not only include the type of organization that would provide the service but should include representatives from those associations which would use the service. Thus, the providers with major sports medicine concerns had two members each on the Council, while the users, with singular concerns, had only one member to represent their association.

The "provider" associations included in the Sport Medicine Council of Canada are:

a) Canadian Academy of Sports Medicine
b) Canadian Athletic Therapists Association
c) Canadian Association of Sports Sciences
d) Sports Medicine Division of the Canadian Physiotherapy Association

The "user" associations in the Sport Medicine Council of Canada include the following:

a) Canadian Olympic Association
b) Canadian Inter-University Athletic Union
c) Coaching Association of Canada
d) Commonwealth Games Association
e) Technical Directors Council of the National Sport and Recreation Centre

Because the Technical Directors Council represented the sports directly, they have two representatives on the Sport Medicine Council of Canada. One representative usually represents a team sport while the other representatives represents an individual sport.

The membership in the Sport Medicine Council is not limited to the above groups provided that any new members can show just cause for being a member of the Council. On the "provider" side, any organization belonging to or wanting to belong to the Council has to show that it is a national organization with a specific interest in sports medicine. As well, the organization has to have representatives in at least half the provinces of Canada; has to have a constitution and code of ethics; and, also have a history of five years of contributing to the growth and development of sports medicine in Canada. Each new association is required to show that they have registered and qualified personnel to contribute in their area of specialty as it applies to sports medicine. On the "user" side, organizations represented on Council must represent major international and national events such as the Olympics, Commonwealth Games and the World Student Games.

One of the first functions of the Sport Medicine Council of Canada was to prepare for the 1979 Pan-American Games in Puerto Rico. To do this, the Council embarked on an orderly buying of equipment - both therapeutic and medical - to equip the Canadian medical team. From all reports received, the Sport Medicine Council of Canada sent one of the best equipped sport medicine clinics anywhere in the world to accompany a travelling Canadian sports medicine team to the Pan-American Games. The Council continues to buy equipment to keep up-to-date and modern in the services it provides to Canada's athletes.

Each year Canadian medical teams are selected for major events which will be taking place in the coming year. For example, in 1979, the FISU Games were held in Mexico City; and, in 1980 the Winter Olympics were held in Lake Placid, New York. At the present time, the Council is arranging for the 1981 FISU Games in Bulgaria.

The selection of medical and paramedical personnel for major games is carried out by the individual associations. The list of selected individuals is then ratified by the Council to ensure quality care for

Canada's athletes. In addition, following the games, questionnaires are sent to various athletes to evaluate the service provided. In this way, the Council attempts to maintain its quality control and tries to ensure that the members of the medical team are highly qualified and do provide the maximum service to Canada's athletes.

In addition to providing the service to the athletes at major games, the Sport Medicine Council of Canada has several other functions. The Council provides leadership in promoting education in the field of sports medicine. Through the various provider associations, it attempts to provide a framework for professional development of knowledge and professional skills in sports medicine. As well, it is attempting to assist in the development of a body of knowledge through applied research programs which can be used to raise the level of fitness and expertise in sports medicine in Canada.

One of the first projects carried out by the Sport Medicine Council of Canada was defined as the Project Definition Study. This study was carried out to establish policy for the Council. It was designed to ensure that the policy would be responsive to the identified needs of the athletes and not strictly the health practitioners' and scientists' view of the athletes' requirements. Secondly, it was designed to determine the needs of health practitioners and scientists and to broaden and improve the range of services to athletes in the area of educational training, research, and the body of knowledge in sports medicine.

From the Project Definition Studies, and the support given at major games, the Sport Medicine Council of Canada has begun to develop a long-range program. Although some of the programs of the Council will bear fruit for the 1984 Olympics, the Council is attempting to convince the Federal Government that the most realistic view is to look towards the 1988 Olympics. It is only be developing a long-term policy that Canada's athletes will show major improvement.

In addition, the provider associations of the Sport Medicine Council of Canada are attempting to increase the knowledge of their members in the areas of sports medicine and at the same time coordinating their actions to improve the service to Canada's athletes. These functions often occur at the provincial and local levels.

One important aspect of the Sport Medicine Council of Canada that must not be overlooked is the real and substantial benefits of providing expert professional services on a volunteer basis for amateur sport. Without this volunteer contribution, the cost of sports medicine services to amateur sport would be prohibitive.

On a national level sports medicine is beginning to be developed at a high level. However, due to the limited number of members and the size of the Sport Medicine Council only so much can be done at the national and international level. Further development must now begin to occur at the provincial and local levels.

SPORTS MEDICINE IN ALBERTA

As stated in the previous section the development of sports medicine at a national and international level has progressed significantly in the last three years. Although there is still much room for improvement and development, it is not time to look at developing a program in sports medicine at a provincial and local level. It is only through this development that a strong sports medicine program can be developed throughout Canada.

In Alberta during the last ten to fifteen years, sports medicine has developed slowly with the most orderly development occurring in the post-secondary institutions. These institutions have offered sports injury type courses to undergraduate and graduate students in physical education and physical therapy.

In 1975, the Department of Advanced Education convened a meeting to look into the possibility of developing a college-level athletic therapy program. At that time, it was decided that such a program would not be feasible due to limitation of demand. This statement must be qualified as the demand would be there if there were funds to pay these individuals. However, schools, athletic teams, and so on consider such a position to have low priority in the general scheme of their operations.

In early 1980, the Department of Recreation and Parks formed a curriculum committee to look into the development of a provincial sports medicine program. Generally, the responsibilities of this committee were to:

a) Establish curriculum guidelines for the Provincial Sports Medicine Community Education courses,
b) Design a curriculum content in line with these guidelines,
c) Write or coordinate the development of a course content,
d) Evaluate and make recommendations for changes on the course content components.

To date, the curriculum committee has reviewed programs in other provinces and is well on its way to developing a sports medicine curriculum in Alberta for community coaches in all sports, for managers and officials, and for interested parents or community people wanting to contribute or gain more knowledge in sports medicine.

At the present time in Alberta, sports medicine as applied to athletes, is progressing in a rather haphazard and unorganized fashion. Individuals, such as those involved in community leagues or specific sports, may feel that there should be a course in sports medicine and they arrange to have the course put on. The Provincial Government has arranged to have several sports medicine courses put on their behalf. However, one of these courses have been coordinated in terms of content and what they are trying to achieve. That is not to say that these courses have not been excellent courses. However, the information provided is not always at the same level and often there is no comprehensive plan as to what should be developed in the area of sports medicine.

In Alberta, the present health care system allows for many delays in seeking help by the athlete and a wide variation in treatment plans undertaken by medical and paramedical personnel depending on whether they are experienced in sports medicine or not. Part of this is the result of complex and expensive hospital delivery systems and school delivery systems often working against simplified health and educational needs of the athlete.

FUTURE DEVELOPMENT OF SPORTS MEDICINE IN ALBERTA

It is essential that Alberta's athletes be provided with the optimal level of care in the areas of preparation, prevention, assessment and treatment of their injuries. This process must be developed and begun at the community level. In order for this to be accomplished a long-range plan of development must be undertaken.

It is important that it is realized that specialized support for athletes is needed on a daily basis while and where athletes train. This service must be provided by qualified personnel looking after the injuries and concerns of the athlete immediately. In Alberta there are approximately 70 organized sports organizations and thousands of recreational enthusiasts. It must always be remembered that athletic excellence demands funding and technical expertise beyond the reach of athletes and most voluntary organizations.

In order to develop a long-term comprehensive program in sports medicine, it is essential that the Provincial Government consider a sports medicine policy and approve such a policy. Through this policy, a long-term of development can ensue which will provide maximum benefit to Alberta's athletes. Such a Sports Medicine Policy should include the following areas:

a) the ensurance of the existence, and delivery of coordinated medical, paramedical and scientific services commensurate with the needs of provincial and national class athletes within the Province of Alberta in various sports while training and competing,

b) the fostering and promotion of a body of knowledge in the realm of sports medicine and sports science, and the coordinated dissemination of this resource for the utilization of the daily regime of provincial and national athletes, coaches, officials and sports medicine practitioners in Alberta,

c) the encouragement and assistance in the development of educational programs for sports medicine and sports science practitioners, and

d) the stimulation and provision of opportunities for the development of applied research in medical, paramedical and scientific fields which is related to the preparation of provincial and national athletes for competition and evaluation of their performance in training and competitions in Alberta.

In order to establish liaison and coordination among the various groups interested in sports medicine in Alberta it is proposed that a SPORTS MEDICINE AND SCIENCE COUNCIL OF ALBERTA be established. This Council will be developed along similar lines to the Sport Medicine Council of Canada.

Such a Council is vital to the continued growth of the field of sports medicine and sports science in Alberta. The organizations would encompass all groups interested in sports medicine and sports science as it applies to athletes in Alberta. Such organizations would include:

a) The Academy of Sports Medicine of the Alberta Medical Association,

b) The Provincial Section of the Canadian Athletic Therapists Association,

c) The Provincial Section of the Canadian Association of Sports Sciences,

d) The Alberta Section of the Sports Medicine Division of the Canadian Physiotherapy Association,

e) The Alberta School Athletic Association,
f) The Alberta Games Council,
g) Representatives from Alberta's contingent to the Canada Games, and
h) Two or three representatives from sports (possibly one from individual sports and one or two from team sports).

The Council would be structured in such a way as to allow member associations to collectively interpret, inform, educate and assist in matters related to sports medicine and sports science. Yet each association or group would retain its autonomy and continue to develop its own programs and advance its own specialty under the umbrella of the SPORT MEDICINE AND SCIENCE COUNCIL OF ALBERTA.

The Council should be developed as part of a technical unit of the Sports and Fitness Branch of the Recreation and Parks Department. As such, it would be eligible for funds involving program leadership and administration. Total funding for the Council would have to come from the Provincial Government. The Council would provide a focal point for sports medicine and sports science people to provide liaison, coordination, assistance and monitoring of a sport as it applies to sports medicine and sports science in Alberta. From the viewpoint of the various sports or users of sports medicine services, it would answer the need for a single agency to which they could go for authoritative information and advice, and for services of qualified and dedicated practitioners.

Such a Council could provide a valuable contribution to the advancement of amateur sport and fitness activities in Alberta. It would help to upgrade technical programs, help to coordinate education in the area of sports medicine and sports science, and provide input for and act as a resource centre for coaching and official development.

Such a Council could be used as a consultant for the design and development of sport medicine centres and provide input for the Alberta Games, Canada Games and Western Games and so on in the area of sports medicine and sports science.

Such a Council could sponsor seminars and symposia to discuss sport research as it applies to sports medicine and sports science. In particular, this would provide input in the areas of preparation, prevention and treatment of injuries as it applies to the various sports. For example, some of the information gathered might include services and equipment available hospital by hospital across the province, and facilities that are available to athletes other than hospitals. Such information could be provided to physicians, hospitals, coaches, athletic therapists, sports physiotherapists, team managers, and so on, who might have occasion to be involved with injuries of athletes and the prevention of injuries.

Such a Council could provide a visible focal centre for sports medicine and sports science in Alberta. By developing bulletins on specific topics, position papers, and carrying out information services and symposia, it would help to forward and foster sports medicine in Alberta. In addition, through its provider associations, the Council could provide a service of interpreting and assessing research as it applies to sports and bring this information down to the practical level which could be applicable for the coach and official.

The SPORT MEDICINE AND SCIENCE COUNCIL OF ALBERTA could also provide a central registry of medical, paramedical and sports science personnel available to athletes and recreational enthusiasts. As well, such a list might be used to determine who would be available to work at various games and events in cities and around the province. It is conceivable that a sports organization would simply contact the appropriate body, or the Council as described, to arrange for qualified individuals to attend the game or event. These sport medicine practitioners might also be available to help at training camps, team centres and to provide club assistance. This action would not only provide a service for athletes, it would potentially provide training and educational opportunities for those wanting to make sports medicine and sport science a career.

Finally, the Council could also make arrangements to provide team services at provincial and national events. For example, this service might be provided in the Alberta Games, Western Canada Games and Canada Games. Such a Council could provide input on the medical team to accompany the athletes to these events and also possible medical field equipment that could be used.

If such a Council was to be developed it should have as its constitutional goals the following:

a) to establish policies designed to ensure a high quality of medical, paramedical and scientific care for Alberta's amateur athletes,
b) to promote education and research in Alberta in the field of sports medicine and sports science.
c) to provide a framework for the development in Alberta of knowledge and professional skills in sports medicine and sports science,
d) to develop an Alberta information bank on sports medicine and sports science matters which can be used in the prevention and management of sports injuries and illnesses,
e) to ensure dissemination and availability of this information to organizations and individuals in Alberta as appropriate,
f) to provide medical and paramedical personnel drawn from its member associations for the care of Alberta's amateur athletes at major competitive events,
g) to coordinate and direct the activities of its member associations in common endeavors in the area of sports medicine and sports science, and
h) to act as a focal point for the requirements of provincial sports governing bodies for medical, paramedical and scientific services.

Along with the SPORTS MEDICINE AND SCIENCE COUNCIL OF ALBERTA, there should be developed regional SPORTS MEDICINE DIAGNOSTIC AND TREATMENT CENTRES for the athletes and recreational enthusiasts of Alberta. These Centres would enable Albert's athletes to receive expert advice and assistance in the areas of sports medicine and sports science in support of improved levels of athletic performance. These Centres would enhance the potential for the most comprehensive utilization of resources within the province. From the treatment context, such Centres would be developed to reduce the period of disability; to reduce the risk of complications; and, to reduce the risk of exacerbation of original injuries prior to the athlete returning to competition.

Such Centres would enable the athlete to resume training and competition at an earlier date. As the system stands at the present time, the athlete may disregard injury because proper facilities are not readily available. This can often lead to an aggravation of an existing injury. Such Centres would provide a primary contact for the general sports population with medical, paramedical and scientific professionals who have taken a special interest in athletic injuries, their prevention and questions of fitness and improved performance.

Such Centres would relieve the stress on over-taxed facilities such as emergencies of hospitals which are often staffed by people unfamiliar and unsympathetic to people with athletic injuries. Such a delay in treatment and often inadequate and at times overly expensive treatment could be alleviated.

Such Centres would also provide a place to which athletes from outside the major metropolitan areas might be referred and act as educational centres for educational programs in sports medicine for coaches, officials, parents and so on.

The philosophy of such Centres should be strictly drop-in but only in the sense of first aid and initial assessment. Followup treatment should be by consultation with the athlete's family physician and by appointment only. Using this system, initial contact would occur on the day of injury or very soon afterward. The athlete would initially be assessed by the sports medicine personnel and a working assessment and plan of treatment established. The personal physician of the athete would then be notified of the patient coming to the clinic, the nature of the problem, and the proposed treatment plan. If the athlete has no personal physician, the therapist would contact a sport medicine consultant. The consultants (specialists/physicians) would be available on a daily basis by appointment. Their involvement would be at the discretion of the therapist or personal physician.

The SPORTS MEDICINE DIAGNOSTIC AND TREATMENT CENTRES should be located in major centres - to begin with in Edmonton and Calgary. Should these centres prove successful later ones should be developed in Red Deer, Lethbridge and other regional centres.

Such centres could be developed in two ways. They could either be developed attached to sport complexes or could be developed as part of a university or college complex. Such a centre should be a nonprofit service facility. It would be available to all sports participants including recreation and handicapped sports. If such centres were developed in the university setting, they must be available to outside groups, clubs and athletes and not restricted to university athletes.

From the performance point of view, the SPORTS MEDICINE DIAGNOSTIC AND TREATMENT CENTRES could provide for the biomechanical and analysis of performance, the physiological analysis of performance, and fitness assessment and exercise prescription. Such centres would encourage the participation of sport personnel, and would help to identify new talent and generate proper training programs for athletes and recreational enthusiasts. In addition, such SPORTS MEDICINE DIAGNOSTIC AND TREATMENT CENTRES would provide a place for internship of those interested in sports medicine or sport sports science specialties. People interested in these areas must be encouraged to develop these specialties further. There is an increased need for the number of trained personnel who understand high performance athletes and high performance sports. The student would be able to complete specialized programs for certification from various professional groups.

Such centres would act as educational centres for coordinated programs in fitness and sports medicine and other related areas for the coach, teachers and parents. In terms of the recreational enthusiasts, it would provide a centre for individuals with physical problems to assist them in changing their life-style in terms of fitness, weight control, smoking and care of their body.

If such a centre could be included in the health plan of the province, the centre would be financially independent and over all health costs could be decreased due to the decrease in treatment time as the athletes could be seen right away. It would work along a similar line to the drop-in clinics which are presently being developed in Edmonton by various physicians.

Finally, such centres could provide technical consultation in research design for various people who wish to do research in the area of sports. Through such a centre in conjunction with the SPORT MEDICINE AND SCIENCES COUNCIL OF ALBERTA, high standards would be maintained in the area of sports medicine and sports science.

By the integration of these services in SPORT MEDICINE DIAGNOSTIC AND TREATMENT CENTRES, the athlete or recreational enthusiast would obtain peak physical condition and high class performance, as well as specialized medical and paramedical care.

SUMMARY

The field of sports medicine is ripe for development in Alberta. Other provinces such as British Columbia and Manitoba are looking at similar programs. By the development and support of a SPORT MEDICINE POLICY as well as a SPORT MEDICINE AND SCIENCE COUNCIL to oversee its implementation, the Government of Alberta will continue to be a leader in the area of sports in Canada. By encouraging and supporting the development of SPORTS MEDICINE DIAGNOSTIC AND TREATMENT CENTRES in Alberta, the Government of Alberta will take the lead in providing one of the most comprehensive services to its sports and recreational citizens in the years to come.

RECOMMENDATIONS

A. That the Provincial Government approve and support a SPORT MEDICINE POLICY for Alberta.

B. That the Provincial Government support and encourage the development of a SPORT MEDICINE AND SCIENCE COUNCIL OF ALBERTA.

C. That the Provincial Government support and encourage the development of SPORTS MEDICINE DIAGNOSTIC AND TREATMENT CENTRES in the Province of Alberta.

APPENDIX A

INFORMATION SUPPLIED BY RECREATION AND PARKS IN THE PREPARATION OF THIS PAPER

Changing Social and Economic Conditions in Alberta

The overall population of Alberta will increase by some seventy percent, reaching roughly 3.5 million by the end of the century. Much of this growth will be related to high rates of migration into Alberta. Over the next twenty years Alberta is expected to receive close to one-half million people from other provinces and about 250,000 from outside of Canada. Given current immigration patterns, there will be more people from Asia, Africa and the Carribean moving to the province.

The population is gradually aging. We will witness a decline in the proportion of the population under 25 and a significant increase in the 30-49 age group. However, Alberta will have a relatively young population in comparison to the rest of Canada, partly due to a projected mini baby boom beginning in the mid 1980's and peaking the 1991-1996 period.

Changes are occurring in the structure, and size of families. We will see smaller families and more households without children. Alberta's divorce rate, now the highest in Canada, is rising dramatically, contributing to the growth of single parent families. A high rate of re-marriage, the current trend toward delaying parenthood, and the changing role of women are creating new kinds of family and social relationships.

The shift towards urbanization will continue with Edmonton and Calgary remaining as high growth centres. By the year 2000, nearly 70 percent of Alberta's population will live in or close to these two cities. The rate of increase will be greatest in small urban centres (10,000 - 50,000), fringe or satellite developments and resource towns. Within urban areas, high density living is on the increase.

The overall educational attainment level for Albertans will be higher during the next decades. However, fluctuation in enrollment patterns will be evident. The current decline in elementary enrollments will turn around in the early 1980's, with dramatic increases projected for the 1990's.

A similar pattern for secondary enrollment will begin after 1986. Although post secondary enrollments from traditional age groups (18-24) will decline, overall figures will not, due to increased participation by females and older age groups. More specifically part-time post-secondary enrollments will increase, reaching 30 percent of total enrollment by 1986.

The steady economic growth experienced over the past decade is expected to be maintained at least until the mid 1990's. The strong economy will contribute to increased participation in the labour force, keeping unemployment rates among the lowest in Canada. Females will increasingly be active in the work force, with two income families becoming norm. Personal incomes of Albertans, which have tripled over the past twenty years, will continue to increase. However, rising costs of living will likely limit parallel increases in personal disposable incomes.

Much of the rise in living costs will continue to be caused by increasing costs related to energy. Projections indicate that energy prices will continue to escalate and supplies of cheap energy will be limited. These trends will have serious, far-reaching implications for both individuals and institutions.

All levels of Government are projected to expand, especially in the areas of social service and economic control and intervention. At the same time, the public will demand more accountability from governments and greater involvement in decision-making.

Technological change will continue to influence the lifestyles of Albertans. For example, advances in communications, altering the way we work, will foster widespread use of personal computer systems. Improvements in medical technology are expected to produce better health care, or healthier population and increased longevity.

Rapid growth and change will intensify already increasing social problems. Alarming increases are occurring in violent and drug-related crimes. Juvenile crime in particular has increased, especially among females.

Suicide rates are steadily growing along with alcohol abuse and alcoholism. Despite the economic upswing, poverty will remain a reality for certain groups.

The same growth and change will help generate more discretionary time on a daily, weekly and yearly basis. Shorter work days and weeks, longer vacations, more time in school and earlier retirement all contribute to this trend. We will also have and demand more flexible time. Such things as flex-time, compressed work weeks, job swapping, floating holidays, and sabbaticals are becoming more common.

How Albertans use this increased discretionary time will be determined, in part, by their values. Projected shifts in social values include more emphasis on individualism, self-fulfillment and quality of life. Values associated with competition and materialism seem to be declining. The current trend to greater concern for personal health, fitness and well-being will continue. In addition, perceptions and values related to communities are changing toward less interest in geographic communities (i.e. neighborhoods) and more commitment to "communities of interest" (i.e. social clubs, singles groups, sports clubs etc.)

These and other trends have implications for future lifestyles of Albertans, including the sport component of lifestyle. In turn, it is logical to expect some changes in the delivery and organization of sport. Although each trend identified could independently have impact on sport and sport delivery, the greater, perhaps more powerful, influences result from the combined effect of these factors. For example, it will be important to consider the child from a single parent family in urban, high density Alberta; the healthy senior on a fixed income in boom-town rural Alberta; the well-educated, middle-aged, never-married female with six weeks annual vacation and no interest in neighborhood Alberta, and so on.

We currently live in a complex society which will continue growing and changing at an unprecedented pace. The possible options are as varied as the factors affecting them. It is no simple task to study and interpret trends and projections. It is, nonetheless, a critical and necessary step in the planning of future policy that may, in turn, influence the future.

AN ASSESSMENT OF
AMATEUR SPORT ADMINISTRATION
IN ALBERTA

BARRY MITCHELSON

This paper deals with an assessment of the status of amateur sport administration in Alberta. The paper discusses ways in which to improve the effective administration of sport through the use of volunteer and professional sport administrators. The paper discusses topics including organization development, coordination of effort, and the role of a crown corportation for sport at the provincial level. The paper also discusses the topics of planning for volunteer involvement and general planning and budgeting strategies for sport organization admininstration.

Introduction

In June, 1979, the Intersport IV Conference was held in Edmonton and the purpose of the conference was to examine the "sport mosaic" of Alberta: did voids, overlaps, and areas of concern exist within the existing sport delivery system of Alberta? The participants at the conference indicated that there were many organizations at the local, regional, and provincial levels that were directly or indirectly involved in providing sport opportunities for Albertans. Further, many of these organizations were created or expanded to satisfy certain geographic, individual sport, or specific interest group concerns. Ultimately, the participants at the conference concluded that there were voids, duplications, and a lack of coordination at the local, regional, and provincial levels of the sport delivery system of Alberta.

At the end of the conference and as a consequence of these conclusions, it was agreed that a non-partisan Ad Hoc Committee be established to further examine the need for improved coordination of sport in Alberta. It was an honour for the author to serve as chairman of such a distinguished and committed group of individuals: Doreen Ryan, Gerry Glassford, Don Moore, and Ken Munro. The Ad Hoc Committee was charged with the following mandate:

1. To determine if sport in Alberta should be better *coordinated, and if so,
2. To identify various alternatives by which sport could be better coordinated, and
3. To recommend the most appropriate alternative to improve sport coordination in Alberta (Ad Hoc Committee, 1980, p.2).

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* Coordination was interpreted to mean the process of acting in harmony with others to maximize benefit by setting priorities and eliminating voids and unnecessary duplication.

In an attempt to carry out its mandate, the Ad Hoc Committee received input from individuals, organizations, institutions, agencies, etc. by means of questionnaires, workshops, and public meetings. One of the primary purposes of these different methods of information and opinion collection was to establish a statement of "basic assumptions" which would undergird the provision of sport services and opportunities for Albertans. The following "basic assumptions" were developed and refined as the Ad Hoc Committee dialogued with Albertans about sport coordination at workshops and public meetings throughout Alberta.

The Ad Hoc Committee concluded that the following basic assumptions should underlie the provision of amateur sport services and opportunities in Alberta:

1. Every Albertan should have the right to participate in the sport activity of his/her choice.
2. Every effort should be made to ensure the most effective use of human, physical and financial resources to enhance the provision of services and programs for sport.
3. Within each sport, there should be an attempt to identify and satisfy the needs of each participant. These needs should be determined by age, maturity, sex, ability, and degree of commitment.
4. The responsibilities of organizations involved in sport should be clearly defined to ensure its effective development and coordination.
5. The volunteer is an essential and integral part of sports organizations in Alberta.
6. Sport should seek to maintain the safety and well-being of all sportsmen and sportswomen.
7. Sport should receive appropriate financial support from public funds (1980, p. 4).

Interwoven into the seven assumptions are three fundamental principles: (a) to acknowledge and attempt to satisfy the rights, needs and interests of every Albertan who wishes to participate in sport [assumptions 1, 3, and 6], (b) to acknowledge the role and responsibility of the public and private sectors in the provision of sporting opportunities for Albertans [assumptions 5 and 7], and (c) to acknowledge the need for the effective management of amateur sport in Alberta [assumptions 2 and 4].

The purpose of this issue paper is to consider principles b and c. However, before the consequences of these principles can be addressed, Albertans must determine whether sport plays a significant enough role in the culture to attempt to satisfy the rights, needs, and interests of every Albertan who wishes to participate in sport. Obviously, this is a value judgement that every volunteer coach, official and administrator, every professional programmer, every physical educator and sport instructor, every government bureaucrat involved in sport programming, and every elected official must address prior to committing energies, time, and money to the accomplishment of this principle. It is the opinion of the author that Albertans should commit the necessary resources to ensure the rights, needs, and interests of all Albertans who wish to participate in sport.

An Assessment of Amateur Sport Administration In Alberta

For the purpose of this issue paper, sport administration has been defined as:

> The conduct of the affairs of the Alberta sports delivery system in managing, providing or delivering a sports related service or program to client groups.

The Ad Hoc Committee on Sport Coordination in Alberta was able to categorize the existing organizations that carried out the "managing, providing and delivering" functions into single sport governing bodies, multi-sport agencies, sport related agencies, service organizations, and governments (1980, p.3). What is important to realize is that the role responsibilities that are required to carry out the managing, providing, and delivering functions of these organizations are manned by committed volunteer and professional sport administrators.

Iona Campognolo, former Minister of State for Fitness and Amateur Sport for the Federal Government, in her 1979 White Paper on Sport reaffirmed the indispensible role that volunteers and professionals play in the provision of sporting opportunities for Canadians.

> In our complex sports structure with its immense variety of autonomous and semi-autonomous national, regional and local associations, great care must be taken not to blunt or discourage the drive and enthusiasm of the private citizen, whose voluntary work remains a foundation of our system.
>
> Our recent progress has come about in part because of the work of full-time sports administrators, technical experts and coaches...It must be recognized that full-time experts are here to stay; that without their presence it would have been impossible to reach our present levels and will be impossible for further advances to be made (1979, p. 7.)

However, as indispensable as the volunteer and professional amateur sport administrators might be, it is important to realize that many amateur sport organizations are not effectively managed:

> Sound administration is particularly vital to our sport future for two reasons: first, because it has been at times lacking in some sports in Canada and second, because it ensures that limited funds can achieve effective results (Campagnolo, 1977, p. 2).

It is the experience of the author, after working as a consultant and facilitator at organization development and maintenance workshops for many provincial amateur sport associations during the last four years, that the potential for organizational effectiveness is significantly increased:

1. When volunteer administrators commit themselves to extended periods of service to the organization.
2. When the organization acquires a tradition for and commitment to extensive short, intermediate and long term planning.
3. When an organizaton hires professional (i.e., technical and executive directors) and support staff.

Unfortunately, many amateur sport organizations in Alberta exhibit none or only a limited number of these characteristics and as a result, the effectiveness of these organizations is adversely affected.

How Future Trends Might Impact Amateur Sport in Alberta

If the projections contained in "Changing Social and Economic Conditions in Alberta" prove to be valid, the sport delivery system in Alberta could be severely tested.

> The overall population of Alberta will increase by some seventy percent, reaching roughly 3.5 million by the end of the century...The population is gradually aging. We will witness a decline in the proportion of the population under 25 and a significant increase in the 30-49 age group. However, Alberta will have a relatively young population in comparison to the rest of Canada, partly due to a projected mini baby boom beginning in the mid 1980's and peaking the 1991-1996 period...
>
> The same growth and change will help generate more discretionary time on a daily, weekly and yearly basis. Shorter work days and weeks, longer vacations, more time in school and earlier retirement all contribute to this trend. We will also have and demand more flexible time. Such things as flex-time, compressed work weeks, job swapping, floating holidays and sabbaticals are becoming more common.
>
> How Albertans use this increase discretionary time will be determined, in part, by their values. Projected shifts in social values include more emphasis on individualism, self-fulfillment and quality of life.

> Values associated with competition and materialism seem to be declining. The current trend to greater concern for personal health, fitness and well-being will continue. In addition, perceptions and values related to communities (i.e., neighborhoods) and more commitment to "communities of interest" (i.e., social clubs, singles groups, sports clubs, etc.). (Changing Social and Economic Conditions in Alberta, 1980).

If only the variables of significant population increases, shifting aging patterns, increased discretionary time, and changing values are considered, it is logical to predict a significant increase in the participation rate of Albertans in sporting activities in the future. The obvious question if this projection is accurate is: Can the existing sport delivery system accommodate this projected increase in sporting activities by Albertans? To answer yes to this question would be foolhardy since:

> 1. Many of the amateur sport organizations in Alberta are presently ineffective because they exhibit very few or none of the characteristics identified in the previous section of this paper, and
> 2. Many Albertans presently involved in sport believe the overall sport delivery system in Alberta could be improved as voids, duplications, and lack of coordination exists at the local, regional and provincial levels. (Ad Hoc Committee, 1980, p. 6)

Obviously, improvements could and should be made at the organizational as well as at the system level to better ensure the present, let alone the future, rights, needs and interests of all Albertans who wish to participate in sport.

Issue Resolution

In the introduction it stated that the purpose of this issue paper is to consider two principles:

1. to acknowledge the need for the effective management of amateur sport in Alberta, and
2. to acknowledge the role and responsibility of the public and private sectors in the provision of sporting opportunities for Albertans.

The purpose of this section of the paper is to present a number of suggestions that could assist in the enactment of these two principles. Principle #1 will be considered under three headings: (a) the volunteer sport administrator, (b) the professional sport administrator, and (c) the need for continuous organizational development and maintenance strategies. Principle #2 will be considered under the following heading: the need for a coordinated effort.

The Volunteer Sport Administrator

Investigators from many disciplines have commented that voluntarism is an important cornerstone of our democratic society. Schindler-Rainman and Lippitt ably summarized this position when they suggested:

> A democratic social system - nation, state, community, organization or group - must depend to a high degree on the volunteered time and energy of its members for its maintenance, stability, growth and development (1977, p. 5).

Indeed, it would be hard for Canadians to visualize our functioning society if all the volunteers were removed from it. Also, "interwoven within the fabric of our society is a culturally accepted and endorsed activity called 'sport' (Mitchelson, 1977, p. 2). Thus, sport and voluntarism are essential features of our society as it presently exists and it has been suggested "that nowhere in our society is the volunteer utilized in a more significant or all-encompassing role than the volunteer coach, official or administrator in amateur sport" (Mitchelson, 1977, p. 2).

The findings of the Ad Hoc Committee on Sport Coordination in Alberta resulted in the committee including as one of the seven basic assumptions which should underlie the provision of sport services and opportunities for Albertans the following assumption: The volunteer is an essential and integral part of sports organizations in Alberta (1980, p. 4)

It has been the experience of the author that as much as sport depends upon the volunteer sport administrator for its very existence, sport does a poor job of recognizing and satisfying the needs of volunteer sport administrators who commit their time and effort to sport. Assuming this perception to be valid, the author and Trevor Slack coauthored a monograph entitled, The Volunteer Sport Administrator. Chapter two of the monograph is entitled, "Planning for the Involvement of Volunteers in Amateur Sport Organizations." and the purpose of the chapter is to encourage amateur sport organizations to attempt to recognize and satisfy the needs of their volunteers. More specifically, the basic premise of the chapter is that the organization must systematically and skillfully through the processes of recruitment, training, and retention attempt to effectively match the needs of the volunteer with the needs of the organization and thus, satisfy the needs of both the volunteer and the organization. Appendix A contains an unabridged copy of the chapter two of the monograph.

Obviously, most amateur sport organizations do not possess the necessary competencies and resources to initiate thorough and progressive training programs for their volunteer administrators even if they possess the necessary competencies and resources to maintain successful recruitment and retention programs for their volunteers. Assuming that the needs of volunteer sport administrators are real and that many of the amateur sport organizations need assistance in satisfying these needs, the author recommends that:

One organization or agency be commissioned to act as a consultant to amateur sport organizations to assist them in identifying and carrying out their recruitment and retention programs and to conduct thorough and progressive management skill training programs for volunteer sport administrators. The status of this organization or agency will be discussed under the heading, The Need for a Coordinated Effort.

The Professional Sport Administrator

As quoted previously in this paper, Iona Campagnolo, former Minister of State for Fitness and Amateur Sport for the federal government, was cognizant of the major role that professional staff have played in the development of sport in this country. As a result, she was committed to acknowledging their importance and ensuring their rightful place within the sport delivery system:

> Our recent progress has come about in part because of the work of the full-time sport administrators, technical experts and coaches...It must be recognized that fulltime experts are here to stay; that without their presence it would have been impossible to reach our present levels and will be impossible for further advances to be made (1979, p. 7).

It is the professional administrative staff that provides the stability, continuity, and the day to day management expertise which enables amateur sport organizations to evolve from the hit-and-miss programming of the "kitchen table" era of amateur sport administration (Rea, 1969, p. 58).

It was as a result of the realization that amateur sport organizations in Alberta could increase their effectiveness if they increased the number of professional staff working in amateur sport that caused the Ad Hoc Committee on Sport Coordination in Alberta to conclude that sport must commit itself:

To increase the number of professional staff working in sport (1980, p. 5)

Presently, of the seventy-one provincial sport/recreation associations receiving annual grants from the provincial government, only twenty-seven have either professional or support staff and ten of the twenty-seven associations have less than one full-time staff person. More specifically, nine full-time and two part-time technical staff are employed; and seven full-time and seven part-time support staff are employed. Only three provincial sport associations employee full-time executive and technical staff: the Alberta Amateur Hockey Association, Alberta Amateur Soccer Association, and the Canadian Amateur Swimming Association-Alberta Section (Sport and Fitness Section, 1981).

Earlier in this issue paper the author identified three factors that had the potential to significantly increase the effectiveness of amateur sport organizations; one factor was professional and/or support staff working for an amateur sport organization. Obviously, professional administrative staff can provide the stability, continuity, and management expertise that most amateur sport organizations require to carry out the goals and objectives of the organizations. For this reason, the author recmmends that:

> More amateur sport organizations hire full-time executive, technical, and support staff.

Organizational Development and Maintenance

In the opinion of the author some of the most "cost-effective" money dispersed by the Sports and Fitness Section of the Department of Recreation and Parks during the last few years has been for Organizational Development and Maintenance Seminars for provincial sport/recreation associations. Acting in the role of consultant/facilitator, the author has observed that many associations have learned to effectively develop short, medium, and long term plans, acquired a commitment to planning, and through detailed planning have provided continuity for and a legacy to new members of their associations.

Another factor that was identified earlier in this issue paper that had the potential to significantly increase the effectiveness of amateur sport organizations was the tradition and commitment that organizations can and should have to planning. Obviously, the organizational development and maintenance seminars have in a small way assisted in this regard. However, there are far more things that a consultant/facilitator working in the area of organizational development and maintenance can do in cooperation with the organization to assist the organization.

To date, the many and diverse services and roles that an organizational development and maintenance consultant/facilitator could serve have been limited by the large association/consultant ratio of the full-time consultants of the Sports and Fitness Section and the specific role, to conduct planning seminars, that the contract consultants have been asked to undertake (see Appendix B for the planning and budgeting process utilized by the contract consultants). As a result of considering these organizational needs, the author recommends that:

The organization or agency, that was recommended should be commissioned to assist amateur sport organizations with their recruitment, training and retention programs for volunteers, should also be commissioned to undertake the organizational consultative/facilitative functions for amateur sport organizations. The status of this organization or agency will be discussed under the next heading, The Need for A Coordinated Effort.

The Need for a Coordinated Effort

As the Ad Hoc Committee on Sport Coordination in Alberta acknowledged by way of items 5 and 7 of the seven basic assumptions which it felt should undergird the provision of amateur sport services and programs (1981, p. 4), the public and private sectors both have a role in the provision of amateur sport. In fact, once the Ad Hoc Committee had established that there was a need to improve sport coordination in Alberta, the major challenge was to identify a strategy that could best blend the efforts of the public and private sectors to improve the coordination of amateur sport. After considering models that would have included various organizations from the public and private sectors undertaking various of the coordinating responsibilities and a model that would have designated all of the coordinating responsibilities to the public sector, the Ad Hoc Committee recommended that a new agency should be created that would be a partnership between the public and private sectors and would be responsible for the major coordinating responsibilities.

The recommended method of establishing the partnership was the creation of a crown corporation with guaranteed representation on the Board of Directors from the public sector, the private sector at large, and from the sport community specifically. By initiating and approving legislation for the creation of a crown corporation for sport coordination, the public sector would be acknowledging the value of the partnership and the necessity of on-going public funding of amateur sport. By being operated as a business enterprise, the agency could make the most effective use of the available human, physical, and financial resources. The agency would act as a common voice for sport and as a result of the tax benefits that accrue to donors to crown corporations, it was hoped that increased financial commitments from the private sector would be secured for sport in Alberta.

If the crown corporation were established, the author would suggest that the previous recommendations made in this issue paper be assigned to the crown corporation for prompt and committed enactment:

1. The crown corporation should be commissioned to provide comprehensive organizational consultative/facilitative services to provincial amateur sport orgnizations.
2. The crown corporation should be commissioned to provide comprehensive consultative services to provincial amateur sport organizations to assist them in identifying and carrying out their volunteer recruitment and retention programs.
3. The crown corporation should be commissioned to conduct thorough and progressive management skill training programs for volunteer sport administrators.
4. The crown corporation should establish as one of its priorities a commitment to increase the number of professional staff working for and with provincial amateur sport organizations in Alberta.

Further, to facilitate the operation of amateur sport organizations in Alberta, the author supports the recommendations of the Ad Hoc Committee on Sport Coordination in Alberta which stated that the crown corporation should:

Provide administrative support services and any additional services or programs that amateur sport organizations cannot or do not wish to provide for themselves.

Finally, in order to house the operation of the crown corporation and provincial amateur sport organizations* and thus achieve coordinated and "cost-effective" management, the Ad Hoc Committee on Sport Coordination in Alberta recommended that a central Administrative Centre be established in Edmonton (1980, p. 16). The author fully concurs with this recommendation as a central Administrative Centre for amateur sport in Alberta with appropriate space and the necessary services is desperately needed.

Conclusion

The author has addressed the question of sport administration in Alberta through an assessment of amateur sport administration in Alberta, a consideration of how future trends might impact amateur sport in Alberta, and by making some suggestions how the identified issued might be resolved. The issues are clear and a number of alternate solutions to the isses are available. What is even clearer is that the needs of Albertns desiring sporting opportunities are not being met and that the system attempting to satisfy these needs is ineffective. If *immediate* action is not taken to more effectively satisfy the needs of all Albertans who wish to participate in sport, the future of amateur sport in Alberta will be in jeopardy.

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* Obviously, recreation and fitness organizations would benefit from the support services provided by the Administration Centre and providing appropriate space were available at the Centre, the author cannot identify a rationale for excluding these types of organizations from the Centre.

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APPENDIX A

PLANNING FOR THE INVOLVEMENT OF VOLUNTEERS IN AMATEUR SPORT ORGANIZATIONS

PLANNING FOR THE INVOLVEMENT OF VOLUNTEERS IN AMATEUR SPORT ORGANIZATIONS

Iona Campagnolo, former Minister of State for Fitness and Amateur Sport, in her 1979 White Paper on Sport reaffirmed the indispensable role that volunteers play in the provision of sporting opportunities for Canadians.

> In our complex sports structure with its immense variety of autonomous and semi-autonomous national, regional and local associations, great care must be taken not to blunt or discourage the drive and enthusiasm of the private citizen, whose voluntary work remains a foundation of our system. (p. 7)

Her desire for increased effectiveness in the management of amateur sport organizations is reflected in the following quotation from her 1977 Green Paper on Sport: "Sound administration is particularly vital to our sports future for two reasons: first, because it has been at times lacking in some sports in Canada, and second, because it ensures that limited funds can achieve effective results." (p. 2).

Thus, the effective utilization of available volunteer manpower and the implementation of appropriate management strategies are two factors that require a great deal of consideration by amateur sport organizations throughout Canada during the coming years.

It was as a result of recognizing these two concerns, the effective use of available volunteer manpower and the need to provide volunteer sport administrators with appropriate information and administrative skills and techniques, that the Project for the Study of Physical Education and Sport Administration in the Department of Physical Education at the University of Alberta was initiated. The purpose of the Project is three-fold:

a) to develop comprehensive instructional programs and materials for professional and volunteer physical education and sport administrators, and

b) to establish ongoing consultative and facilitative services for organizational development and maintenance for physical education and sport organizations, and
c) to ensure that applied and theoretical research opportunities relating to the administration of physical education and sport programs are available.

It is important to know that most of the information, techniques, and strategies that are contained in the remainder of the monograph have been field-tested and have proven extremely useful to amateur sport organizations. Also, since it is anticipated that the readership of this monograph will be physical educatio and sport administration students in the undergraduate programs of Canada, it is envisioned that after graduation the young professionals will be able to use this material as they work as professionals or volunteers for amateur sport organizations.

Identfying the Needs of the Volunteers

Hoerner generalized as much as possible the reasons why people join voluntary organizations when he stated: "The most general way to the question of why people join would be to say that the reason is primarily related to some combination of the needs of the individual and the goals of the organization." (1973, p. 17).

Said another way, the person may join the voluntary organization to satisfy altruistic needs and/or more personal needs such as a desire to self actualize.

Other more complicated theories have been postulated in an attempt to explain why people volunteer. However, most of these theories would be of little assistance to an organization as it attempts to match the "right" volunteer with the "right" opportunity or work experience. In an attempt to assist volunteer with the "right" opportunity or work experience. In an attempt to assist volunteer organizations with this matching function, Schindler-Rainman and Lippitt, using the needs assessment model developed by Kurt Kewin (1947, pp. 5-41), were able to identify the following practical and contrasting reasons for volunteering:

> "a) Some volunteers seem to put major motivational emphasis on the self-actualization possibilities of an opportunity to volunteer, while others put a contrasting emphasis on service, duty, and the repayment of a "service received" debt.
>
> b) A related contrast in motivational orientations seems to be between what we might call inner-orientated and other-oriented volunteers. The inner-oriented put more weight on their "own forces" in the situation - their own feelings, their own sense of relevance, and their own values - as guidelines for decisions. The other-oriented decision makers are more influenced by the norms of their group, by the potential visibility and status of the volunteer activity, by its potential consequences for their job and social relationships, and by situational factors of risk and support.
>
> c) Action versus reflection and policy. For some volunteers the meaningful opportunity is the one that provides the excitement of direct action with clients...Other volunteers feel more comfortable and get more satisfaction in a more reflective and removed type of volunteer activity, such as service on committees and policy-making boards.
>
> d) Power and influence...emotional associations with others. For the former group a key source of motivation is the perceived opportunity to get into a position of influence, decision making, and activity designing. The latter group looks forward to the interaction with other adults or with children, to the chance to "share" themselves or to work on a team with others.
>
> e) Some volunteers identify with the larger community and its welfare; they think in terms of significant community needs to be met through their service...Other volunteers are oriented primarily to the inter-personal meanings and group membership meanings of the particular volunteer opportunity...Theirs is a very concrete interpersonal world rather than the more abstract social problem world.

> f) Autonomy-oriented, interdependence-oriented, and dependence - or support-oriented...for autonomy-oriented individuals a very important condition for volunteering is the freedom to "do one's own thing", to get away from routines and boredom, to take some risks and find some new excitement. Interdependence-oriented individuals value peer relationships and opportunities for colleagueship and mutuality of support and working relationships...Support-oriented individuals want a clearly defined job to do, with clear arrangements for training and on-the-job supervision and help...These volunteers place a high value on the guidelines of tradition and well-developed norms and procedures, in contrast to the autonomous volunteers, who prefer new experiences, risk, and freedom from tradition and normative expectations and demands." (1977, pp. 50-52).

Obviously, a person could have many reasons for volunteering and these reasons could differ from situation to situation. However, what is important is that an organization help the prospective volunteer attempt to identify as accurately as possible the reasons why he volunteers and then to accurately match the "right" person with the "right" opportunity or work experiences.

To achieve this objective, it is recommended that any sport organization which utilizes volunteer manpower should, through discussion with or by administering a questionnaire to the prospective volunteer, attempt to identify why the volunteer is contemplating volunteering. Kurt Lewin suggested that there is a decision force field that determines all decisions (1947, pp. 5-41). The motivating forces influencing the decision can be organized into two groups - those factors influencing a "yes" decision and those factors influencing a "no" decision. Lewin further subdivided the motivational force into those forces from inside one's self or "own forces", those forces that originate from outside of one's self or "interpersonal and group member forces", and those factors caused as a result of the total situation (i.e., considerations such as economics, time and space, transportation, geography, etc.) or "situational forces." From their research with volunteer organizations and the previously identified practical and contrasting reasons for volunteering, Schindler-Rainman and Lippitt developed example "yes" and "no" statements for each of the three motivational subdivision areas - own forces, interpersonal and group member forces, and situational forces. The Project for the Study of Physical Educaton and Sport Administration adapted the Schindler-Rainman and Lippitt list of example statements to more appropriately reflect volunteer opportunities in amateur sport. This list of example statements can be used by amateur sport organizations as cue statements as they meet with prospective volunteers and attempt to help them identify the reasons why they are considering volunteering.

Figure 1

The Decision to Volunteer or Not to Volunteer to Work for an Amateur Sport Organization

Saying Yes	Say No or Avoiding Recruitment
Forces Supporting "Yes" Decision	Forces Inhibiting "Yes" Decisions Supporting "No" Decisions
Forces from Inside Self ("Own Forces")	
It appears to be fun volunteering for an amateur sport organization	Volunteer work for an amateur sport organization appears to be "gopher" work
This sport organization is where the action is	No! The action is not here
Amateur sport is important and thus, this is important work	This is not important work

It's a chance to learn skills that will assist me in other areas of my life	I'm afraid that I cannot learn new skills
It's time I should repay some of the assistance and guidance that I received when I was involved in amateur sport	I want to be free to do my own thing
I must do my part as there are more volunteers needed in amateur sport	I must earn extra money in my spare time
I will really be able to influence what happens if I assume this volunteer position	I really don't care what happens to amateur sport.

Interpersonal and Group Member Forces

Volunteer service in amateur sport is a tradition in our family	I really don't care what my family thinks or has done
Being involved in amateur sport is a part of the service commitment of many of my friends and/or collegues	My friends and/or collegues would not respect me for getting involved in amateur sport

My best friend is involved and he wants me to become involved	I cannot let my best friend influence what I really want to do
They would not ask me if it was not important	I know he has already asked several people and they have said no
The organization really wants me to become involved	No one in the organization really cares if I become involved

Situational Forces

I have the necessary money, time, and initiative to undertake this responsibility for amateur sport	I do not have the money, time or initiative to undertake this responsibility
I will have all the equipment, supplies and/or support services I will need to do a good job	Even if I volunteer, I will be unable to complete the job because the organization does not have the necessary equipment, supplies and/or support services
I will be able to satisfy the travelling required in this volunteer capacity because I can combine it with the travelling I do in my job	I cannot combine the requirement of my job with my volunteer responsibilities because it will take too much energy

Obviously the motivating forces of a particular individual to volunteer may or may not come from all these subdivisions and the different motivating factors may or may not be of equal motivating strength. However, what is important is that the volunteer attempts to accurately identify why he is contemplating volunteering and then the organization, in cooperation with the volunteer, attempts to accurately match the "right" volunteer with the "right" opportunity or work experience.

Recruitment

It has already been suggested that the ideal placement of a volunteer is when the "right" volunteer is matched with the "right" opportunity or work experience. The assumptions underlying this statement are that the sport organization is so organized and efficient that it has very explicitly identified the many tasks and responsibilities that must be undertaken by volunteers and that volunteers are able to accurately identify the reasons why they volunteer. Obviously not all amateur sport organizations plan as effectively as this, in fact, many amateur sport organizations do not plan at all. To assist in this regard, Chapter 3 presents some possible planning strategies for amateur sport organizations. However, with regard to the material presented in this chapter, it must be assumed that organizations are welll organized and efficient and that they have explicitly identified the many tasks and responsibilities that must be undertaken by volunteers.

For an amateur sport organization to attempt to ensure that the necessary volunteer manpower is available, the members of the organization must ask themselves some critical questions.

a) Have we identified all the tasks and responsibilities that must be undertaken by volunteers so the organization can achieve its goals and objectives?
b) Have we identified all possible sources of volunteer manpower?
c) Have we identified strategies to recruit and thoroughly introduce the prospective volunteer to the organization and its operation?

d) During the introduction of the prospective volunteer to the organization, have we provided the prospective volunteer with a clear understanding of the many tasks and responsibilities that must be undertaken by volunteers?

e) During the introduction, have we provided the prospective volunteers with an opportunity to attempt to identify their reasons or motives for volunteering?

f) In collaboration with the prospective volunteers, have we attempted to match the "right" volunteer with the "right" opportunity or work experience?

The first question is significant in regard to the operation of the organization, but with respect to this topic, recruiting volunteers, it should be assumed that the organization has completely identified the tasks and responsibilities to be undertaken by volunteers.

With regard to the second question, the members of an amateur sport organization should be encouraged to identify all the people or types of people whom they would like to and feel they could recruit into their organization. The important fact to remember is that members of an organization know other people and very often these people only need to be asked to volunteer. Often they would be very willing to participate if they were given an opportunity.

Slack (1979, p. 100) found that a large number of amateur sport administrators were still active as players, coaches, and officials and that many administrators had some member of their family, particularly children, involved in their sport. Therefore, an appropriate and obvious initial recruitment strategy for amateur sport organizations is to look to their membership - players, coaches, and officials - and the parents of participants as possible volunteer administrators.

With regard to the third question, it is best if a prospective volunteer receives a warm and personal invitation to join an organization. This type of invitation could be achieved by means of a personal meeting with a prospective volunteer or a telephone call or a personal letter or note to the prospective volunteer. The least appropriate method is by means of a mass solicitation campaign - a mailed circular or a radio or TV campaign.

Once prospective volunteers have been identified, they should be provided with a thorough introduction to the goals, objectives and operating procedures of the organization. The introduction should also include a complete description of the tasks and responsibilities that must be undertaken by volunteers. The introduction could be planned as a portion of an executive meeting or the annual general meeting of the sport organization or at a specific gathering for prospective volunteers. Prospective volunteers should be introduced to participating volunteers they can learn their feelings about the organization and their work with the organization.

It is recommended that opportunities be provided for immediate "signing up" by prospective volunteers as well as a personal follow-up strategy (e.g., telephone inquiries, written inquiries, and visits) so the prospective volunteers realize their services are desired and needed.

With regard to the fifth question, the sport organization, by utilizing the "Decision to Volunteer or Not to Volunteer to Work for An Amateur Sport Organization Questionnaire" or a similar instrument and through personal discussion, should encourage and assist the prospective volunteers to identify their reasons or motives for considering volunteering. The prospective volunteers should be reassured that most people have many motivating factors influencing their desire to volunteer and that the different motivating factors may or may not be of equal strength. The prospective volunteers should also be reassured that the reason they are being encouraged to identify these factors is to allow them, with the assistance of the organization, to best match their interests and reasons for volunteering with possible volunteer opportunities.

With regard to the sixth question, it is easier for the sport organization to be more flexible in its volunteer opportunities than it is for prospective volunteers to modify or change their reasons for volunteering. In other words, sport organizations should attempt to meet the interests and skills of the volunteer. Amateur sport organizations can exhibit this quality of flexibility if they have thoroughly identified all the tasks and responsibilities that will have to be undertaken by volunteers but have not grouped the tasks and responsibilities into specific job descriptions. Once the interests and skills of prospective volunteers have been identified, job descriptions can be structured to best utilize the interests and resources of the volunteers.

Training

Often a potentially good "match" between a volunteer and an amateur sport organization is unsuccessful or only partially successful as a result of ineffective, uninformative, or non-existent orientation and training programs. Many writers in the area of voluntarism suggest that the pivotal determinant for the success and satisfaction of volunteers and for organizational efficiency is the commitment of the organization to ongoing orientation and training programs. The objective of orientation and training programs for volunteers is to assist the volunteers in maximizing their effectiveness within the organization. Increased individual effectiveness will produce a cumulative effect for organizations industrious enough to plan and operate a good orientation and training program as ultimately the organization will reap the divident or more effective and satisfied volunteers.

An ideal continuous orientation and training program should consist of four phases:

a) Preservice Orientation and Training Program.
The volunteers participate in orientation and training programs before they commence their duties and responsibilities.

b) Continuous Support Program.
During every phase of the volunteer experience, volunteers should be able to ask additional questions and acquire further information and knowledge about their assignment or the overall organization.

c) Assessment and Feedback Program.
Periodically, volunteers should be provided with the opportunity to ask assessment questions of themselves, of fellow volunteers, or of the overall organization. The following questions could be asked:

  i) Are the overall goals and the specific program objectives of the organization being achieved?
  ii) Have the volunteers been able to satisfactorily carry out their responsibilities?
  iii) How satisfied are the volunteers with their responsibilities and the overall organization?
  iv) Do the volunteers have any suggestions how their jobs could be improved or how the overall operation of the organization could be improved?

d) Upgrading Program.
As volunteers grow and learn within a specific responsibility or job placement, they will often desire an expansion of the existing placement or a new placement or challenge. If such an opportunity cannot be provided for the volunteer, it is possible the volunteer will seek opportunities elsewhere. An organization should be sensitive to this possibility and thus it should be continually reassessing the needs and interests of the volunteers. An organization should also be providing upgrading or self-improvement training programs so volunteers can be trained to assume new volunteer responsibilities to satisfy the

newly identified interests. As an example, training programs should be provided for volunteers who will be assuming increased leadership roles - president of the organization, vice-president in charge of leadershp (i.e., coaching and officiating) development, ways and means chairman. Each of these positions requires certain skills and knowledge and it behooves the organization to provide self-improvement training programs for its memebers who are the heirs apparent to such positions.

Thus, as the effectiveness of the individuals in their new jobs is assured, the overall effectiveness of the organization is assured.

The following is a more detailed examination of the first three phases of an ideal orientation and training program.

Presevice Orientation and Training Program

What an organization must realize is that its orientation program commences the first time an individual is exposed to the organization. Thus, the actual introduction and orientation of an individual to an organization may commence before the formal recruitment of an individual is initiated. If an organization has clearly identified its goals and program objectives and its members are clearly cognizant of the goals and carrying out their responsibilities, an effective orientation can be initiated informally as well as formally. As suggested in the recruitment section of this chapter, the prospective volunteer should receive a thorough introduction to the goals and specific program objectives of the organization and its operating procedures. So prospective volunteers can begin to identify a role for themselves in the organization, the introduction should also include a complete description of the available tasks and responsibilities that can be undertaken by new volunteers. The orientation process should also encourage prospective volunteers to meet informally with volunteers who are already working with the sport organization so they can express their feelings about the organization and their specific responsibilities. A more thorough way to introduce prospective volunteers to the workings of the organization is to have the prospective volunteer "shadow" a number of existing volunteers as they carry out their responsibilities. This procedure will allow the prospective volunteers to experience a variety of potential opportunities and thus they will be able to make educated decisions when they attempt to match their interests to the available opportunities. The "shadowing" orientation strategy also permits the prospective volunteer to gain a more complete understanding of the overall operation of the organization.

As was previously stated, one of the purposes of the Project for the Study of Physical Education and Sport Administration is to develop comprehensive instructional programs and materials for professional and volunteer physical education and sport administrators. In this regard some of the students and staff working on the Project during the last three years have formally and informally solicited the opinions of volunteer sport administrators as to the information, knowledge, or management techniques which were most frequently required of them and which they felt least confident to undertake as they carried out their responsibilities for their amateur sport organizations.

Some of the more frequently mentioned areas of perceived lack of competence were the information and skills associated with meeting management, the procedures that are required and the information that should be included when developing and maintaining the constitution and by-laws of an organization, fund raising procedures and strategies, and the area that was most frequently mentioned, better personal organization and time management. In an attempt to respond to these identified needs the Project developed instructional manuals considering each of these topics. As a result of the limited length of the monograph excerpts from the training manual entitled Personal Organization and Time Management by Katharine Moore are included in Appendix A. However, the other topics are presented in the Appendices B, C, and D in the form of reference lists or annotated reference lists.

Continuous Support Program

As much as an amateur sport organization might like to feel its responsibility to the volunteer is over once the volunteer is trained and is a contributing member of the organization, this is far from the truth. The organization must provide ongoing support for each volunteer and continuous information to the volunteer regarding his area of responsibility as well as the overall workings of the organization.

Starting a new job, whether voluntary or salaried, is always a difficult time for any person as the person often exhibits feelings of insecurity and self-doubt. Amateur sport organizations must develop strategies to ensure that these feelings are minimized. One of the better strategies to assist the new volunteer through the initial period of uneasiness is to institute a "buddy" system. This system requires that new volunteers are assigned to work with experienced volunteers and they work as a team to carry out their responsibilities. The buddy system is particularly effective for amateur sport organizations since many amateur sport organizations meet infrequently. As a result, if the new volunteer does not have a buddy it could mean that the person could be working in isolation for extended periods of time which would allow the feelings of insecurity and self-doubt to be manifested. Further, as the new volunteer works with an experienced volunteer, the ongoing difficulties and problems of carrying out the responsibilities will seem less onerous.

When an amateur sport organization meets it must not only consider the mechanistic questions of the overall achievements of the organization but it must be concerned about the morale of the volunteers. This sensitivity to the needs of the volunteers can be achieved during the informal as well as the formal aspects of the meetings. As the agenda for each meeting is being prepared, the following question should be asked, "What are the immediate needs of our volunteers?" The following questions will hopefully cue organizations to realize the importance of considering the needs of volunteers and providing responses to these needs at every meeting of the organization.

a) Do all the volunteers have the most immediate information regarding all the programs being offered by the organization?
b) Is this information being provided in a manner that allows the volunteers ample opportunity to clearly understand and react to program developments?
c) Are the volunteers encouraged to share their volunteer experiences with other volunteers?
d) Has the volunteer or the organization discovered new information, a different management strategy or administrative technique that would interest other volunteers?

Remember, an amateur sport organization is nothing more than a group of volunteers coming together to undertake an identified goal. If the achievement of the goal becomes all consuming, and as a result the needs of the volunteers are neglected, the potential of the organization to flounder or even fail is substantially increased.

Assessment and Feedback Program

Before an organizatin can assess how effectively it has achieved its goals, it must have a clear understanding of what it is attempting to achieve. Thus, the more thoroughly an organization can plan for the involvement of its volunteers and its overall goal and program objectives, the more thoroughly and accurately it will be able to assess whether the volunteers are satisfied with and effective in carrying out their responsibilities. In Chapter 3, Planning Strategies for Amateur Sport Organizations, strategies, techniques and forms are presented which will assist amateur sport organizations to plan effectively and thoroughly. The completed forms, which are the detailed "action plans" of the organization, can then be used during the assessment process by individuals and the organization. Self-assessment of personal performance is a significant concept for volunteer organizations. The volunteers should have the opportunity to assess their performance independently or in cooperation with co-workers. This assessment strategy would be in contrast to one whereby the individual being assessed is not involved in the assessment. A common assessment and feedback strategy of action plans, used by many amateur sport organizations, is to have the individual or individuals responsible for implementing an action plan present a detailed report, verbal and/or written, indicating how successfully an action plan was carried out and to indicate the factors which influenced the successful or unsuccessful implementation of the action plan.

During the assessment process, as many of the volunteers as possible should also be involved in small and large group work assessing the overall effectiveness of the organization. The following questions should be considered: Has the organization achieved its goals? Should the goals of the organization be retained or modified? Are the needs of the volunteers being satisfied? Are the recruitment strategies, training programs, and retention programs of the organization successful?

Retention

Once volunteers have said "yes" and have undertaken their responsibilities, they will continually be asking themselves such questions as: Should I continue to stay involved? How long should I stay involved? Should I increase or decrease my energy commitment to the organization? Am I sure I can afford the time commitment? By definition, it is the right of the volunteer to determine the amount of time and effort that he wishes to contribute and continue to contribute.

Schindler-Rainman and Lippitt (1977, pp. 52-56) identified several clusters of motivational factors that cause volunteers to decrease their commitment to their volunteer responsibilities. There can be discrepancies between expectation and reality in regard to the amount of time or effort required for the activity or undertaking. There can be a lack of preservice orientation and training, continuous support, assessment and feedback, and upgrading opportunities. There can be unsatisfactory relationships with other volunteers. Disapproval of the commitement of the volunteer can be expressed by others whose opinions the volunteer respects. Working conditions can be disappointing.

Conversely, there are clusters of motivational factors that can cause volunteers to increase their commitment to their volunteer responsibilities. The volunteers can feel that they are making a significant contribution to a very worthy undertaking. They can feel appreciated and respected. As volunteers acquire new knowledge, information, and skills, their personal confidence and feelings of competence increase, and as a result, they can experience a sense of self-actualization. Volunteers can also feel they have the full support for their volunteer endeavours from individuals who are important to them. Volunteers can feel that the organization does everything within reason to attempt to accommodate their involvement in the organization.

Obviously, there are other motivational factors that could cause volunteers to increase or decrease their commitment to their volunteer responsibilities. However, what is important is that amateur sport organizations attempt to monitor the ongoing feelings of volunteers towards their responsibilities. The Project for the Study of Physical Education and Sport Administration adapted the Schindler-Rainman and Lippitt "Decision to Continue, Increase Commitment, or Drop Out" questionnaire (1977, pp. 53-54) to more appropriately reflect volunteer opportunities in amateur sport. This questionnaire of example statements can be use by amateur sport orgnizations as cur statements as they attempt to assess the factors which influence their volunteers in maintaining their involvement in the organization.

Figure 2
The Decision to Continue, Increase, Decrease or Discontinue Work with an Amateur Sport Organization

To continue or Increase commitment	To decrease or discontinue commitment
Forces toward continuing or increasing commitment	Forces toward decreasing discontinuing commitment

Forces from Inside Self ("Own Forces")

What I am doing is important and is improving sport	The job is uninteresting and I am certainly not making a significant contribution to sport.
I continue to learn a great deal	What a bore!
Since beginning work with the organization, I generally feel more confident	I do not think I will ever be able to do the job properly

Interpersonal and Group Member Forces

I enjoy being with the people in the organization	I have been assigned a job by myself and as a result, no one is available when I need help

My family is glad that I am involved	I honestly feel like I am neglecting my family
I feel like I am gaining the respect of the members of the organization	The organization continually seems to block my initiative
The upgrading training programs provided me with the additional training I needed to assume my new volunteer responsibilities	I cannot find any more challenges within the organization
The organization appreciates me and the work that I am doing	I have not seen or heard from anyone since I assumed by responsibilities
The organization listens to me and even uses some of my ideas	I have not even been asked to make suggestions

Situational Forces

The "on-the-job" physical environment makes the job that much better	The working environment is so depressing I feel like quitting
The organization is so obliging that it changed our meeting time to accommodate my new schedule	I have to continually rearrange my schedule to attend hastily called meetings
The organization is continually trying to improve its training programs	The training programs are so irrelevant that I do not know why they continue to use them

By monitoring these feelings the organization can attempt to react to the changing needs of each volunteer. The statements of the feelings of volunteers, when considered in total, are a good indication of the overall health and well-being of the organization.

Appendix B

Planning and Budgeting Strategies for Amateur Sport Organizations

PLANNING AND BUDGETING STRATEGIES FOR AMATEUR SPORT ORGANIZATIONS*

Amateur sport organizations in Canada are at many different stages of development; they provide a multitude of sporting activities and cater to the needs of thousands of people. Each of these sport organizations is faced with a variety of administrative and programming problems unique to its sport, and many different strategies are employed in an attempt to satisfy the varied needs of the members of these organizations.

During the past few years sport organizations have received a noticeable increase in funding and with this increase has come the requirement of additional accountability. This demand for accountability has necessitated that increased administrative sophistication be exhibited by sport organizations. In fact, the need for proper planning and budgeting has never been more evident than today as sport groups seek to effectively coordinate new and increasingly complex program areas.

The success of the activities of any organization depends to a large extent on planning. This chapter is designed to show how a group may plan, as well as to indicate the important relationship between planning and budgeting. First, general planning guidelines are outlined, they include explanations of assessment of the organizations status, assessment of the wishes of the membership to plan, the development and approval of a planning process, and the preparation and implementation of a plan. Second, specific strategies for planning, including examples, of terms of reference, goal statements, operational subgoals, objectives, and action plans, are presented. Finally, the preparation of a budget is discussed.

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* This chapter is based on excerpts from Haslam, I., Mitchelson, B., and Moore, K., Planning, Budgeting, and Accounting for Physical Education and Amateur Sport Organizations. Edmonton: Project for the Study of Physical Education and Sport Administration, 1981.

General Planning Guidelines - Group Commitment to Planning

It makes sense that any organization can function more effectively when it knows what it wants to do. But many amateur sport groups do not have a clear idea of what they specifically want to accomplish. They need a plan, a written record of what they want to do. A plan for an organization will help it get organized and work effectively toward attaining its goals and objectives. Before any group develops a plan, it needs (a) to determine its present status, (b) to assess whether or not its membership wishes to plan, (c) to develop and approve a planning process, and finally (d) to prepare and implement the plan.

General guidelines for these procedures are as follows:

Assessment of the Membership, Services, and Programs of an Organization

Membership Inventory

Once the decision has been made to consider the development of an organizational plan, the group needs to identify its available human resources, and the current status of its services and programs. Initially, the organization should seek to identify the composition of its membership by considering such factors as:

a) an assessment of the types of members in the organization (based on age, sex, and activity preference for example),

b) the geographical location of the membership

c) possible sources for new members, and

d) the identification of special interest groups (such as recreational, competitive, or handicapped).

Programs and Services Inventory

An inventory of the programs and services of the organization should be undertaken to assess their present status. The information that is compiled should be based on a complete assessment of the services and programs for at least one year.

For sport-related organizations, the provincial association profile document, developed by the Department of Recreation and Parks of the Government of Alberta (Recreation and Parks, 1979a) is one means of gathering data about an association. It assesses the status of the programs and services of an organization in five years:

Administration

a) the Constitution and By-laws of the association.,
b) the name and address of the national association,
c) the distribution of affiliated clubs or groups by community,
d) regional structure,
e) total number of registered members,
f) employment of paid administrative staff,
g) written job descriptions for executive members,
h) completion of a yearly financial statement, and,
i) the submission of an annual written report.

Leadership Development

a) number of course conductors in the association,
b) number of course instructors,
c) resource materials available for coaches and officials,
d) number and type of coaching and officiating clinics sponsored,
e) type of leadership training programs offered, and
f) fees and honorariums paid.

Program Development

a) costs paid for team travel,
b) costs paid for athlete development and training,
c) number and type of competitions sanctioned and hosted,
d) age groups served,
e) sexes served, and
f) membership distribution by region.

Ways and Means

a) government financial support for the association,
b) revenue acquired through membership fees,
c) revenue acquired through competition and program fees, and
d) revenue acquired through direct fund raising projects.

Communication and Promotion

a) number of new members affiliated last year,
b) existence of a newsletter,
c) existence of promotional brochures, posters, and flyers,
d) type of association contact with the media,
e) type of association audiovisual presentations, and
f) relationship and contact with national association, major funding agencies, membership, and other associations.

The information gathered will enable the organizatio to become aware of its present status. The information will be based on the organization's services and programs for the assessment period, and can serve as a foundation for the organization's subsequent analysis of itself and its suggested future directions.

The Membership Assessment of Whether of Not to Plan

Once the organization has gathered all the information it should have a fairly clear understanding of the membership, services, and programs. The organization should then assess the information it has collected and determine whether or not it wishes to undertake a plan.

Development and Approval of a Planning Process

The Recreation Development Division of Alberta Recreation and Parks has devised a process by which a plan for an organization may be developed (Recreation and Parks, 1979b). The following process, adapted from the Department's publication, can be used by any group.

Identification of Needs

Planning should be an ongoing management process; initially it may be a response to an identified need. The key to planning is involving the general membership of an organization - the members of the organization should assist in identifying its future needs and directions. Various kinds of needs may be identified: program, facilities, leadership, participant, and administrative are some commonly cited.

Presentation to the Membership

As mentioned, the general membership should determine whether or not an organization should undertake a plan. A general meeting of the membership should be arranged so that all those interested have an opportunity to discuss the suggestion. This topic is an excellent agenda item for the annual general meeting of an organization. The general reaction of the membership to the proposal to develop a plan will serve as the basis for any further action.

If the proposal to develop a plan is accepted, the participants at the meeting should appoint a planning committee (perhaps made up of the existing executive members), and outline the committee's authority, responsibility, and accountability.

Consolidation of Direction

Once an organization has agreed to undertake a plan it should contact the appropriate municipal, provincial, and national agencies and authorities to see if financial support for funding the planning process is available. After the planning process has been approved by the whole organization, the process may be used on an ongoing basis. A standing committee responsible for planning on a yearly basis may be established within the organization.

Plan of Action

The first duty of the group that accepts the responsibility for planning is to develop a planning process. This includes a statement outlining its terms of reference, a program of the necessary planning activities, a time-line indicating when the various planning tasks will be completed, and a budget to cover all the planning activities.

When formulating the planning activities, the committee should indicate specifically what the various planning tasks are and how they are to be achieved. The participation of the membership should again be stressed - those persons directly affected by the plan must approve the planning process strategy. The time-line that is drawn up should provide a realistic schedule for the commencement, duration and completion of the various planning tasks. One step in the planning process that must not be forgotten is the creation of a budget for the plan.

Final Approval by the Membership for the Planning Process

A procedure should be devised (perhaps a general meeting of the organization or a mail vote) so the planning strategy may be approved. In this way, the accountability of the planning committee to the membership is established, and membership input, support, and commitment to the planning process is ensured. The members of the group should be given ample opportunity to discuss the planning process, and then approval of the planning committee's suggestions should be sought.

Preparation and Implementation of the Plan

Preparing the Plan

With the acceptance of the planning process by the general membership, the committee should then proceed to prepare the plan. This undertaking should provide the organization with a draft copy of its proposed plan.

The executive of the association should do all it can to encourage the participation of the general membership in the planning process. There are a number of ways that the membership of the association can be involved:

a) a survey of the membership which solicits opinions about specific area of concern,
b) discussion groups at the annual general meeting,
c) representation at an executive meeting, and
d) a planning workshop attended by the membership

Membership Reaction

The draft copy of the organization's plan can be submitted to the general membership for discussion and assessment (probably done by mail).

The Plan

After considering the suggestions of the membership, the committee should make the necessary alterations and prepare a final draft of the plan. A copy of this plan should again be made available to the total membership.

Membership Approval

The final draft of the plan should be submitted to the general membership of the organization for final approval. If all parties have been actively involved in the planning process, there should be little or no opposition to the proposed plan.

Implementation

Once the plan has been officially approved by the organization it should be implemented. The plan must not be considered inflexible and must be evaluated constantly.

Specific Strategies for Planning

The previous section of this chapter presented general planning guidelines that could be used by a voluntary organization. This section will give details of the strategy to be followed when developing an organizational plan.

Terms of Reference

When establishing the strategy for the development of an organizational plan, six question areas should be considered that will ultimately produce a planning document that has meaning and usefulness:

a) What is the Purpose of the plan?
it enables an organization to identify its goals, objectives, and action plans for the time period covered by the plan,
it encourages group decision making,
it serves as a reference for the future planning,
it provides the organization with credibility in the eyes of its membership and funding agencies, and

it allows the organization to chart and monitor its growth and development, and it can be used as an assessment tool.

b) What is the authority vested in the plan?
- it stands and changes on the needs of the membership and therefore the members must be involved in developing the plan because they finally approve it, and the role and function of the planning document should be stated in the by-laws or terms of reference of the organization.

c) Who has the responsibility for the development of the plan? usually the executive of the organization will coordinate the process but any group of members can be assigned to undertake the planning responsibility.

d) What is the scope of the plan? the plan should include the total operation of the organization, and can be short term (one year) or long term (more than one year).

e) How will the plan be used? the plan should be the guide to the overall operation of the organization, therefore the overall progress of the program should be reviewed every 2 or 3 months.

f) What is a suggested method for structuring a plan?
- establish the long term goals which embrace the general aim and reflect the philosophy of the organization,

- develop strategies which will best move the organization toward its goals by considering the external and internal forces that affect the operation of the organization. Examples of external factors to consider might include: changing needs and interests of participants, Summer and Winter Games, and possible restructuring of funding procedures. Internal factors may involve the changing values or philosophies of the organization, as well as the strengths and weaknesses of the organization.

- create operational sub-goal areas an objectives which specifically define the procedures the organization wishes to use in the stated time period to implement the plan, and

- develop action plans which specifically state what is going to be done, when, and how, so that the desired objectives cn be achieved.

Figure 3 is a flow chart representing the progression of the planning process from identifying a sport organization's overall goal to developing specific operational sub-goals, objectives, and action plans.

The suggested method for structuring a plan involves the development of a goal statement, operational sub-goals, objectives and action plans. An explanation of each of these steps, along with some examples, follows:

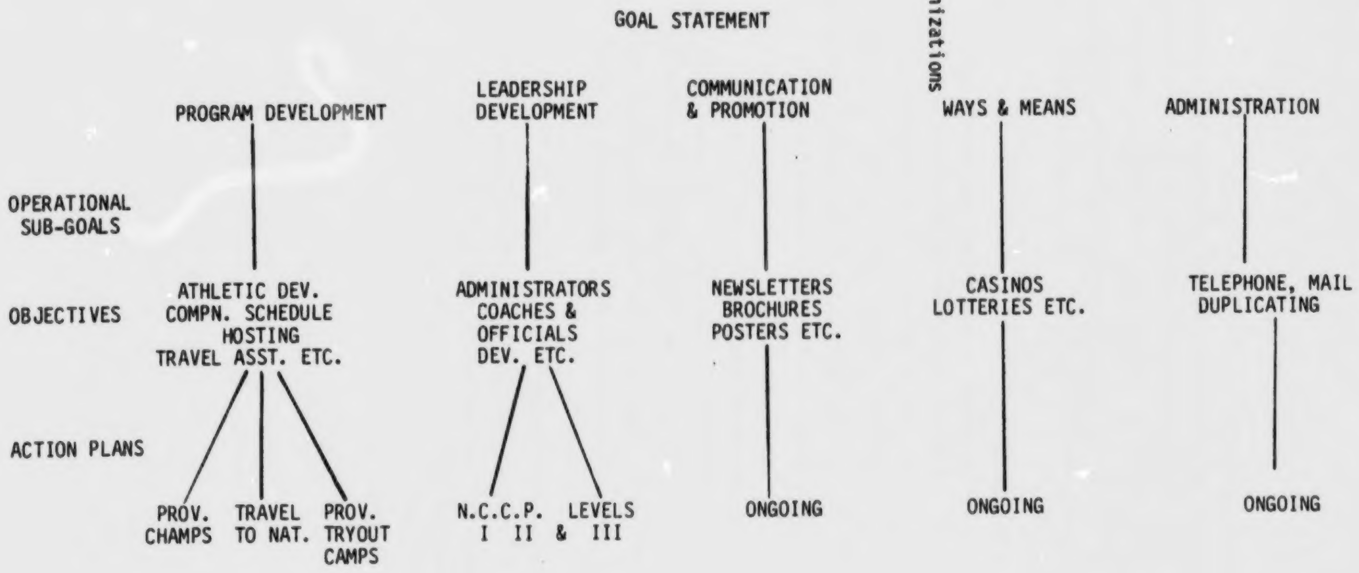
Figure 3

A

Planning Process

For

Amateur Sport Organizations


GOAL STATEMENT
OPERATIONAL SUB-GOALS
OBJECTIVES
ACTION PLANS
PROGRAM DEVELOPMENT
LEADERSHIP DEVELOPMENT
COMMUNICATION & PROMOTION
WAYS & MEANS
ADMINISTRATION
ATHLETIC DEV. COMPN. SCHEDULE HOSTING TRAVEL ASST. ETC.
ADMINISTRATORS COACHES & OFFICIALS DEV. ETC.
NEWSLETTERS BROCHURES POSTERS ETC.
CASINOS LOTTERIES ETC.
TELEPHONE, MAIL DUPLICATING
PROV. CHAMPS
TRAVEL TO NAT.
PROV. TRYOUT CAMPS
N.C.C.P. LEVELS I II & III
ONGOING
ONGOING
ONGOING

Goal Statement

A goal statement is a statement of the long term aims and aspirations of an organization; it expresses the direction in which the organization plans to move. Since goal statements are value statements, they can often only be measured subjectively. They should, however, be rooted in reality, "within reach but beyond present grasp", and group commitment.

Examples:

a) To encourage and assist the growth and development of women's field hockey in all parts of Alberta at all levels.
b) To promote synchronized swimming in Alberta by encouraging participation in, interest in, and the development of the sport for the benefit of the participants at all levels.
c) To develop through the ABA a program to promote for all age groups and categories a standard of baseball that will meet the needs of the individuals and communities and to further the sport in a manner that will bring about the maximum of interest, abilities, and sportsmanship from all those involved.
d) To improve and increase the active organized water ski program in Alberta by offering opportunity for all levels of participation.

Operational Subgoals

Operational subgoals are established so that the activities of an organization can be put into logical subgroups. They should be reviewed and revised, if necessary, on a yearly basis.

Examples:

a) Program development.
b) Leadership development - coaches, officials, administrators.
c) Communication and promotion.
d) Administration.
e) Ways and means program.

Objectives

Objectives describe a task to be undertaken and are time and task specific. Objectives should be consistent with and work toward satisfying the long term goals of the organization.

Examples:

a) To host an open senior A competition in Red Deer on June 15-17, 1981.
b) To hold the Junior provincial tournament in Calgary at Optimist Park on August 2-3, 1981.
c) To conduct one Level 1 coaching certification course at The University of Alberta on March 17, 1981.

Action Plans

Action plans are the direct result of the stated objectives. Their purpose is to organize and allocate the resources (i.e., financial, physical, and human) of the organization in order to accomplish the objective. The action plan identifies what is going to be done and how the plan is to be accomplished. See Figure 4 for an example of an Action Plan Form.

Figure 5 illustrates how the planning process can be used by an organization.

Figure 4

An Action Plan Form

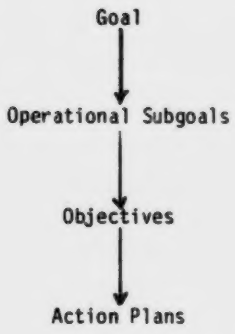
GOAL:

OBJECTIVE:

ACTION PLAN (What and How)	For Whom:
	By Whom:
	When:
	Where:
	Estimated Revenue:
	Source(s) of Potential Fundings:

Figure 5

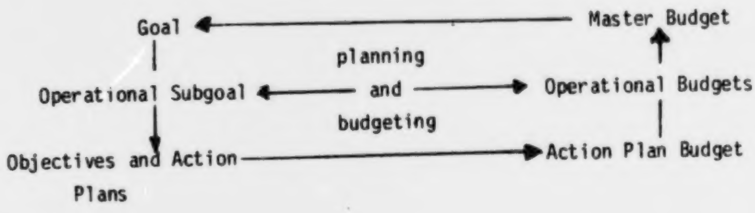
The Planning Process



This process will enable the organization to make recommendations for future action and allow it to priorize its operational subgoals and action plans for the time period the plan is to cover. It is at this point that the planning committee must realize its fiscal responsibility and attempt to budget for the recommended action plans. A system of budgetary control can be established which corresponds to the operational subgoals and action plans discussed previously. When these two areas - planning and budgeting - are combined, the organization knows what it plans to do and what resources will be needed. Figure 6 illustrates how these two important areas may be successfully combined.

Figure 6

The Planning - Budgeting Flow Chart


Goal
Master Budget
planning
and
budgeting
Operational Subgoal
Operational Budgets
Objectives and Action Plans
Action Plan Budget

By completing the Action Plan Form, the organization will decide how an activity will be carried out and what resources will be needed to provide the activity. An action plan should be drawn up for every activity in which the organization is involved.

Budget Preparation

Purpose of a Budget

When preparing a budget one must plan ahead, and as a result of this planning and preparation the budget will serve many useful purposes.

A budget serves as a detailed financial statement of the anticipated expenditures and revenues of an organization and it will play an important role in providing guidance when preparing future budgets.
The Action Plan Budget will itemize all the expenditure and revenue items required to implement the plan.
A budget is a controlling device which offers direction and guidance before, during, and after the implementation of action plans. The Action Plan Budget indicates what resources and services are required and who to contact when securing the resources or services. On the day of the event the budget items can serve as a final check-list that everything is

prepared. When the event is concluded and the actual expenditures and revenue are determined, a comparison with the estimated figures will indicate any discrepancy from the budgeted amount. The Operational Budget will serve as a constant monitoring device for the action plans wihin each operational subgoal area. It will also show any discrepancy between the budget figures and the actual figures and will indicate to an organization the financial position of each sub-goal area after each completed action plan. A 'plus' (+) beside a budget item will indicate a surplus situation and a 'minus' (-) beside a budget item will indicate a deficit situation when one compares the estimated with the actual expenditure and revenue items.

Budget Flexibility

Should there be a large discrepancy between the estimated or budgeted figures and the actual figures, a flexible budget would allow the organization to compensate for the error by adjusting the plans for future programs or services. If the actual cost of an event was much greater than was budgeted (i.e., indicating a loss situation), there are three alternatives:

- Raise more money.
- Cancel some future action plans in that sub-goal area.
- Cancel some action plans in another sub-goal area.

The third alternative indicates the need for closely coordinated and flexible budgets. As a result of priorizing activities and services during planning, an organization might choose to emphasize and develop one particular program area for the coming year. If the budget for that operational sub-goal area was running at a loss, it might be decided that certain action plans, within a less important sub-goal area, should be cancelled in order to pay for the additional costs of the priority area. This, of course, would require careful thought and consideration and a consensus among the responsible persons with regard to which action plans to cancel.

Periodic Budget Statements

All the individual action plan budgets in each operational sub-goal area should indicate a summed total at the completion of each action plan event. The sum will indicate a profit or loss in regard to the budgeted amount for each action plan budget. In order to avoid any serious miscalculations of expenditure and revenue, a constant check should be maintained on all aspects of the organization's finances. This is accomplished by issuing periodic budget statements. Depending on the size and complexity of the programs and services of an organization, a quarterly (three month) or semi-annual (six month) statement should be issued that would report on each action plan within each sub-goal area.

A Suggested Budgetary Strategy

The following budgetary strategy has been designed to coincide with the planning process outlined in the second section of this chapter (see Figure 3 and 6). It is acknowledged at this point that a number of sport organizations may seek professional advice and direction; however, the proposed strategy is a perfectly acceptable procedure for a treasurer with little or no experience in budgeting and accounting. The strategy is logical and reasonably simple to follow.

Budget Preparation

The responsibility of the budget preparation lies with the executive of an organization, and particularly with those people responsible for the different operational sub-goal areas of an organization. As with planning, the budgeting for the organization should not be undertaken by one person but should be based on the collective and realistic projections of an assigned group of the organization. A typical budget committee, therefore, might consist of the President, Secretary, Treasurer and the people responsible for each of the operational sub-goal areas.

The coordination of the budget preparation rests with the budget chairman, usually the Treasurer. He is responsible for calling and chairing any budget meetings and establishing a calendar for the development and preparation of the budgets for the different sub-goal areas. The budget calendar must be circulated to all members of the organization wh might be involved in the planning and budgeting process. The treasurer or the assigned budget committee chairman is advised to collect estimates and quotations from agencies or businesses whose goods or services will be required. Examples might include estimates regarding the various forms of travel, the cost of renting facilities, and perhaps the cost of accommodation and food allowances for visiting coaches, officials and participants.

The best time to start the preparation of the budget of an organization is during the planning process. At this time the treasurer of the organization has some very important tasks to fulfill. He must identify the people who have been asked to assume responsibility for the various action plans and operational sub-goal areas. Having identified these people, the treasurer should arrange to meet with them to explain exactly what is required from a budgeting standpoint.

The composition of the budget committee should also be determined. Then all the people on the committee can be notified as to the location date and time of any budget meetings.

A suggested timetable for the budget preparation should correspond with the planning meetings. The responsible personnel would be asked to prepare a budget for each proposed plan. Then the completed action plan budget would be returned to the budget committee for review. Prior to a general meeting the budget committee would meet and consider all the completed action plan budget forms for the entire year. Once the budget plans are approved by the budget committee at the annual general meeting, the plans are returned to the responsible personnel who will implement the plans.

Explanation of the Action Plan Budget Form

It is recommended that the person responsible for the implementation of the action plan should also be responsible for preparing its budget. If there is an action plan without a responsible officer, the treasurer should be responsible for the budget preparation.

All the items of the acion plan budgets should be completed in pencil in case any adjustments have to be made at the budget committee meeting. The forms should be completed to the following point (see Figure 7):

- insert the name and date of the event,
- list the budget items required to operate that event,
- insert the estimated expenditures and revenue in the appropriate columns,
- insert the date the estimates were made,
- add the figures and insert the sub-totals, and
- the responsible person should sign his name at the bottom of the form, indicate his title and return the form to the treasurer.

Figure 7

A Completed Action Plan Budget Form

Item Coaching Clinic Level 1 Date: 25/3/81

	Description	Est. Rev. $	Est. Exp. $	Date	Receipt No.	Cheque No.	Actual Rev. $	Actual Exp. $
12/3	Staff: fees		100.00					
12/3	Travel Expenses		125.00					
12/3	Facility Hire		75.00					
12/3	Equipment		25.00					
12/3	Participant Fees	200.00						
12/3	Govt. Grant Apportionment	100.00						
12/3	Refreshments	25.00						
	SUB TOTAL	325.00	325.00					

Responsible Officer (s): ....P. Tuck.......................................
Title (s)............Coaching Coordinator..........................

The Budget Committee Meeting

Prior to the budget committee meeting, the committee members should receive an agenda of the meeting and a letter reminding them of the date, time and place of the meeting. The object of the meeting is to review all the action plan budget forms for the coming year and to examine the estimated expenditures and revenue for each action plan.

At the meeting, the members should consider one operational sub-goal at a time and work through the action plans for the area. When each budget has been approved by the committee, the Treasurer should keep a copy of each approved budget for his files. The total estimated expenditures and revenue for each action plan is inserted on the appropriate operational budget form. For example, the action plan for a Coaches Clinc Level 1 is a psrt of the larger Leadership Development Area and the totals on the action plans are transferred to this form (see Figure 8). The same procedure should be followed for each action plan within each operational sub-goal area until all the action plan budgets have been reviewed. The expenditures of each action plan are totaled to determine the total estimated expenditures and revenue for each operational sub-goal area of the organization.

The Master Budget Form

The Treasurer should indicate each operational sub-goal area on the master budget form. He should also include the names of those people responsible for each operational sub-goal area on the master budget form. The master budget form is then presented to the budget committee where the total estimated expenditures and revenues for conducting each sub-goal area appear. All these totals are summed and will indicate the total estimated operating expenditures and revenue for the organization for the budget period. The completed master budget form should be presented to the membership at a general meeting and the treasurer should have copies of all supporting documents shold they be required at the meeting. Figure 9 is an example of a master budget form. Once the general meeting approves the master budget each action plan budget should be returned to the person responsible for the action plan so that it can be implemented.

FIGURE 8

A Completed Operational Budget Form

Item: Leadership Development
1. Coaching Development
2. Officials Development
3. Administrators Development

Prepared by: P. Tuck
Title: Coaching and Officiating Coordinator

Date	Description	Responsible Officer	Est. Exp. $	Est. Rev. $	Actual Exp. $	Actual Rev. $
1981	I Coaching					
25/3	Coaching Clinic I	P. Tuck	325.00	325.00		
26/3	Coaching Clinic 2	R. Wilson	200.00	225.00		
1981	2 Officials					
06/4	Umpires Clinic I	R. Booth	200.00	225.00		
14/4	Umpires Clinic 2	R. Booth	200.00	225.00		
	Sub Totals		925.00	1000.00		

TOTAL ____________________

OVERALL BALANCE ____________________

Figure 9

A Completed Master Budget Form

Organization: Alberta Rollerball Association

Date: April/81 - March/82

ITEM	Responsible Officer	Estimated Exp. $	Estimated Rev. $	Actual Exp. $	Actual Rev. $
1. Program Development	T. Brown	700.00	250.00		
2. Leadership Development	P. Tuck	925.00	1000.00		
3. Ways and Means	P. Johnson	1500.00	2390.76		
4. Communication & Promotion	I. Stafford	500.00	Nil		
5. Administration	B. Clark	425.00	Nil		
TOTALS		4050.00	3640.00		

Signature: __________ Date: __________ Actual Rev. __________

Witness: __________ Date: __________ Actual Exp. __________

Witness: __________ Date: __________ Balance: __________

Profit/Loss Statement __________

It is important to view the planning process and the resulting documents as a statement of the growth and development of the program and services of an organization. The planning process and its planning and budgeting documents will not only provide an organization with a complete record of its present status but it will assist in guiding and charting the development of an organization from year to year. There is generally a turnover of personnel in volunteer organizations, and the planning process can provide a degree of continuity to the organization.

This chapter has suggested that planning and budgeting are essential requirements that should be undertaken by all organizations. Specific examples were also presented to illustrate how to develop an organizational plan and how to devise a budget to implement the plans of the organization.

Group commitment to planning is one of the more important decisions an organization can make. Once that decision is made, it is important to remember that budgeting is a vital aspect of the overall planning process, and that together these steps will help an organization become more productive and effective.

AN EXAMINATION OF THE RELATIONSHIPS BETWEEN PROFESSIONAL AND AMATEUR SPORTS IN ALBERTA

JOHN KONIHOWSKI

This paper deals with the relationship of Edmonton's three professional sports (football, hockey and soccer) and their counterparts at the amateur level. The paper discusses current issues in amateur sport regarding funding and program development. The paper also presents recommendations to the Department to resolve some of the issues discussed.

BACKGROUND

The relationship between Edmonton's three professional teams and their amateur sport equals, is only as old as the existence of each sport. In the case of the sports of hockey and soccer their relationships are still young. Generally speaking, the overall relationship between each of the professional and amateur sport groups is a healthy one. Due to the nature of each sport organization (pro versus amateur/volunteer), they differ on some of the aspects of the overall development of their sport, particularly in the area of direct financial contribution.

The relationship between the Edmonton Eskimo Football Club and the Alberta Amateur Football Association (AAFA) has been a good one, and dates back over a twenty year span. Because they are a community owned club, the Edmonton Eskimos have a commitment to give financial contributions into all levels of amateur football. The Calgary Stampeders also are very much involved in assisting the AAFA as is outlined later on. The relationship between the Edmonton Oiler Hockey Club and the Alberta Amateur (Minor) Hockey Association is fairly healthy. Since they are a privately owned club, they see a responsibility to assist minor hockey by using their players, rather than through a large financial contribution. Most of their money goes toward different charities.

The Edmonton Driller Soccer Club is only two years old, but they've done a lot for amateur soccer in Edmonton and district. Because they are a new organization, and a very popular one, they see the potential growth and development of the sport, and are therefore, very much interested in helping out in every way possible. The Alberta Amateur Soccer Association (AASA) is very pleased with the support they've received from the Driller organization.

The Edmonton Trapper Baseball Club begins this spring, so it'll be interesting to see how their existence will affect the growth and development of baseball in Alberta, and more specifically, in the Edmonton community.

CURRENT ISSUES IN AMATEUR SPORT

The present state of affairs for football, soccer and hockey exist in all amateur sport groups across the province. But because football, soccer and hockey have a parent sport at the professional level, some of the common 'amateur sport' problems are alleviated. However, amateur sport is still struggling under the limitations placed on them by the Provincial Government's lack of interest in financially supporting them.

All amateur sport governing bodies are striving to provide the best possible program, and increase their level of excellence -- a goal that takes money to develop and successfully achieve.

Right now the present situation in Alberta is embarrassing, especially since we are looked upon as the richest province in Canada. Yet, our level of excellence in sports at the national and international level ranks one of the lowest in the country. Alberta doesn't seem to be interested in the growth and development of sport, or it's athletes and coaches. It shows in their lack of sufficient funding to all amateur sports groups in the province, and in their lack of concern in building more indoor facilities, and upgrading outdoor playing fields. More money is needed to pay for administrative personnel, coaches and officials.

Because these areas are being ignored by the Provincial Government, as proven in the Intersport Study, the amateur sport groups are having to rely more heavily on their parent sports, the professionals. And it seems like the professional teams are acknowledging their problems by personally giving financial and personnel support where they can.

On the following pages I have outlined briefly how each of Edmonton's three professional teams assist their respective amateur sport associations. Following that discussion there's a follow-up reaction by the amateur association.

EDMONTON ESKIMO FOOTBALL CLUB

As in previous years, the Eskimo Football Club made financial contributions to minor and amateur football in the amount of $33,000 for 1979, and $39.000 for 1980.

In addition to these amounts, the Eskimos distributed $25,000 to Amateur Football in the City of Edmonton, through their Green and Gold Fund. This amount is a commitment over and above the clubs involvement with junior, minor and university football on a local, regional and national level. See release for more details.

In the off-season the Eskimo football players play high school teams in basketball to help schools raise money. Also, they manage to play a decent game of hockey when called upon to do so.

In the spring, the players and coaches assist in the High School Advancement Camps held at each high school.

The Eskimo Football Club share with Moe Leiberman in a scholarship awarded annually to a University of Alberta student who possesses outstanding scholastic ability, financial need and proven merit in football.

Since 1972 an Annual Scholarship to sponsor high school, junior football and University coaches attending the American Football Coaches' Association Convention. The scholarship awarded by the Edmonton Eskimo Football Club and the Alberta Football Coaches' Association are convinced that the scholarship has resulted in an improvement in the calibre of coaching from bantam up to professional football.

Jim Skillings, Executive Director of the Alberta Amateur Football Association (AAFA), says that the relationship between their association and the two pro teams is a good one. Skillings said that the Calgary Stampeder Football Club does alot more in the way of direct support to the Association. The Stampeders support the association's Player Develpment Summer Camp in Calgary. The Club supplies the coaches, players and the fields to play on. The AAFA provide the players with a small honorarium.

The 75th Anniversary Grant of $5,000 for their "Pass, Punt and Kick" Program was a success, but what now? The sport needs a long-term financial commitment from the Provincial Government so they can plan a similar program in advance. In 1980 the AAFA was not given a licence to run a casino, so necessary operating funds were lost there. Due to financial security lacking again, the AAFA lost their second Executive Director.

Field hockey, soccer, rugby and football are growing sports, and as a result, playing fields are being over used and becoming unsafe, increasing injuries. More playing fields are needed to meet the demand of increased participation in field sports.

EDMONTON DRILLER SOCCER CLUB

In the two years the Drillers have been around, the popularity of soccer at the amateur level has increased 30-40% each year. In Edmonton and district there are some 18,000 kids playing soccer. In Vancouver, there are close to 100,000 playing the game.

The Drillers definitely feel a responsibility to help at the grassroot level. In fact, the Driller management approached the Amateur Soccer Association to plan a program where their club could help them.

At the present time the Drillers are involved in the following activities:

1. The Youth Program for the 'elite' player. The top 30 - 40 players in Calgary and Edmonton play three times a week, indoors. Drillers sponsor the equipment. At least 2 or 3 players are drafted from this program.

2. Soccer Summer Camps. Two thousand players 8 - 18 years of age attend. The Drillers supply their third coach for one month, plus provide players whenever possible.

3. All professional soccer clubs in Canada pay $25,000 into the Canadian Soccer Association. This money is filtered through the system to assist all league clubs in Canada.

4. The Driller help raise money for the Association and help prepare a provincial team by competing against their All-Star team.

5. The Drillers have a Booster Club which boasts one of the largest memberships in North America. It has 800 members.

Bert Goldberg, Technical Director of the Alberta Amateur Soccer Association (AASA), feels that their association has a good working relationship with the two pro teams. With the Boomers and the Drillers in existence, the association's aim now, is to prepare Alberta soccer players for the professional ranks. Having them in the province is an added incentive for the kids. Now they have an 'idol'. Now they have a team they can relate to. Being a part of the North American Soccer League has stimulated an incredible interest in the sport, not only at the athlete's level, but at the coaches' level as well.

But, with the increase in participation, money problems increase too. With the huge enrollment, registration fees help, but there are still insufficient funds available to run a decent program that caters to the masses. The Profile Grant is a good idea, but instead of setting a limit to the amount of money each association can have, the amount of money available should directly relate to the number of participants in the sport.

THE EDMONTON OILER HOCKEY CLUB

Even though the Oiler Hockey Club is supportive and interested in the growth and development of the sport at the grassroot level, they don't give a lot of direct financial contributions to the amateur association. However, they do give large sums of money to different charities.

Instead of heavy financial funding, the club feels they contribute enough in other ways. They feel that their greatest resource is their player personnel. The Oilers help raise funds for the association by speaking at banquets and giving away autographed hockey sticks at different fund-raising functions.

The club's biggest financial contribution is to the John Fischer Hockey School that runs throughout the summer. They contribute a certain amount of money per athlete attending the School, plus they give away stickers, and send each player a letter. They feel this means more to the player than sending money directly to the association.

The Oiler organization believes that it is the Provincial Government's responsibility to financially support the Coaching Certification Program, so that the sport ends up with better coaches, and eventually a better game of hockey.

THE EFFECTS OF PROFESSIONAL SPORT ON AMATEUR SPORT

There are positive and negative effects felt by the amateur sport groups because of professional sport. First, let's take a look at the positive effects. It should be noted that these effects are not just unique to Alberta, but are universally felt.

Having a professional team in the community is an incredible incentive to the younger athletes. They now have an "idol" to worship, and a team to follow. Because of the teams existence there is an increased awareness of the sport by the kids, parents, coaches and officials. Because of this the sport will experience increased participants at all these levels. The Driller soccer team is a classic example of what can happen in a community. The sport has experienced such a significiant interest that the sport of hockey is concerned about the future popularity of their sport.

Also, in the case of the Drillers, the sport of soccer has brought the ethnic communities of Edmonton together.

Professional sport offers an additional challenge for a player, beyond the national level. Along with the challenge, it also offers financial security, and job that is enjoyed.

Professional sport keeps the growth and development of their amateur sport groups alive, which means that it ultimately postively affects the growth and development of the professional sport. Live media coverage helps keep the public's interest high. The more coverage the pros get, the more the sport is on the minds of the people watching, listening or reading. Getting the public to become aware of a sport is half of the battle to making it popular.

Looking at the negative effects, we should be reminded that the pros and the amateurs have different vested interests. In amateur sport, the league looks at the whole (ie: the masses), while the pros look at the parts (ie: the best). Mass participation is only important to the pros in terms of filling the stands

In professional sport, the organization is run like a business, and they have all the pressures that come with wanting to be successful. Therefore, they want only the best players on their teams. They want only the best coaches behind the bench. In the pros the pressure to win and to perform at a high level all the time is high. While in the amateur ranks that kind of performance is not expected at the time. They prefer to encourage the athletes to play the best game they can, and to have fun doing it.

Violence in sport, particularly in hockey, is probably the strongest negative effect. Because the amateurs want to be just like the pros, they often adopt playing standards, which if it involves alot of violence, can carry over onto the amateur field.

On the lighter side, amateur soccer in Edmonton has grown so fast (because of the Drillers), the association has a problem dealing with the growth. There isn't enough money to carry on a good mass participation program. There aren't enough coaches, officials and playing fields to handle the growth and increasing interest.

RECOMMENDATIONS FOR THE PROVINCIAL GOVERNMENT

1. That the Provincial Government develop a Sport Policy for amateur sport in Alberta, and through this Policy increase Government funding to all amateur sport governing bodies in the province.
    a) That through this Policy they provide for long term funding. It's very difficult for amateur sport to carry on an effective development and highly competitive program if they don't know how much money or when this money will come available.
    b) That through this Policy they take on the responsibility of paying the salaries of administrative staff working for amateur sport groups. Specifically, the salaries of the Technical and/or Executive Directors, since these are a heavy financial burden for a sport group to bear. They are very necessary people, but when an association has to pay their salaries it eats away at precious funds needed to carry on a good program.

2. That Sport Alberta be dissolved and a Ministry of Sport created, whereby amateur sport and recreation are separated. Under this system amateur sport will then have a direct line of communication to the top.

3. That the Provincial Government assist amateur sport in acquiring the use of good facilities like Commonwealth Stadium, the Northlands Colliseum or Renfrew Park, and subsidize the cost incurred in renting and operating the facility.

4. That the Provincial Government take on the responsibility of building more playing fields and indoor multi-purpose facilities, like the Kinsmen Field House.
   a) Due to the substantial increase in the participation levels of soccer, field hockey, rugby and recreational football, Edmonton could use another 100 playing fields.
   b) Indoor hockey arenas are so heavily booked, kids are having to play hockey at ridiculous times of the day, starting at 6 a.m. and going till midnight, or even longer.

5. That the Provincial Government encourage Alberta's professional teams to inter-relate more with amateur sport, not just in terms of financial support, but also in the areas of player development clinics, equipment (new or used, but safe), uniforms and facilities.
   a) The professional teams should be looked on only as an additional source of support.

6. That the Provincial Government give greater support to fund-raising projects.
   a) In the sport of soccer, for each $2.00 raised by the Association, the Province gives $ .25. This should be increased to $1.00, which would be a significant bonus for the sport.

7. Sport has never been a priority in society, yet sport has worked out a set of rules which, if generally adopted, could do a lot of good. Concepts like sportsmanship, fair play, team spirit, a certain level of physical fitness, etc., speak for themselves. Therefore, it should be the responsibility of the Provincial Government to invest in the people of Alberta. Sport is the greatest common interest that people have. It's a part of our heritage, therefore, why not put the Heritage Fund to good use, and put money back into the lives and interests of Albertans.

AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS

A. C. Burgess, PhD.

This paper discusses the need to promote and advertise participation in amateur sport and change public opinions towards amateur sport. The paper offers suggestions on how to develop a public relations program for amateur sport in general and ways in which to deal with the media. The paper suggests that sport organizations should consider marketing concepts in developing public relations programs. The paper also discusses future trends and implications for public relations in sport and also makes numerous recommendations to sport organizations.

AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS

An examination of the need to promote and advertise particpation in amateur sport and change public opinions towards amateur sport.

A Background Sketch

Amateur sport, by its nature, has traditionally been a recreational pursuit. By definition an amateur sportsman has been one who participated in a sport for physical, cultural and social benefits. Sport has been an avocation. The converse of this definition describes as professionals those persons who obtain financial gain from participating, coaching, officiating or in any way obtaining monetary value from involvement in sport. Historically, sport tended to first of all be played for its intrinsic values and later to become organized with rules and competitive leagues. Later, the growth of paid spectatorship and paid funtionaries associated with the "game" resulted in the gradual professionalism of sport. Howell and Howell (1971) give extensive treatment on the professionalism of sport in Canada.

In Alberta amateur sport tended to be of relatively low organization through the early part of this century. This was not unlike the rest of Canada where amateur sport was conducted in a happen-chance fashion.

In 1961 the Federal Government enacted Bill C131 "An act for the Development of Physical Fitness and Amateur Sport". This paved the way for various initiatives by provincial governments during the next twenty years.

From the passing of Bill C131 to the present, amateur sport in Canada has seen three major international sports festivals. The 1967 Pan American Games, the 1976 Olympic Games and the 1978 Commonwealth Games. Integrated with these international events has been a series of Canada Summer and Winter Games. Within this province there has been the development of the Alberta Summer and Winter Games and a network of regional games as well. Amateur sport has become a focus of attention at all levels of government from the village to the national level. With the changing of tax regulations for donations to amateur sporting groups, business and industry have discovered amateur sport as an attractive vehicle to enhance their public image.

To date the various sports have been involved in public relations mostly in terms of their association with major events such as the Olympic or Commonwealth Games. As a rule, these sports have tended to be included in the overall umbrella of the major event. Otherwise, for most amateur sport and public relations has been a reactive process without clear-cut goals and objectives. Even the major sports governing bodies in Canada such as the Canadian Amateur Hockey Association have tended to leave the public relations function as part of the portfolio of a senior executive rather than hire a full-time director of public relations. This is as true within the Province of Alberta. None of the sport governing bodies contacted by this author had public relations directors as such. While some had persons designated to look after publicity, their responsibility was related to specific events as opposed to specific public relations functions. Discussion with a number of executive directors indicated that they recognized a need for a more organized public relations programme and had tentative plans to consider the matter more fully.

Apart from the public relations needs of the individual sport governing body, the issue of public relations for the global entity amateur sport is one which bears considering. It turns on the question of just how effectively the seventy-plus sport governing bodies can operate in concept. If an umbrella organization like Sport Alberta operated on behalf of the majority of sport governing bodies in this province, a measure of coordination could be expected to occur. In this case a public relations programme could be designed to meet agreed-upon goals and objectives of amateur sport.

Should this happy state ever occur, the sport governing bodies would still have their own public relations needs. However, the very existence of a public relations programme for amateur sport would provide an overall context within which the individual sport governing body would be able to operate more effectively. Communication theorists support this assertion. Lazarfeldt and Merton (1949:459) describe a phenomena they called cannalization. This is the presence within a public of an existing attitude base for ideas being furthered by the communicator. For example, the sellers of toothpaste are not confronted with the problem of selling the efficacy of dental hygiene since this attitude channel already exists in the public they are attempting to influence. They can get on with selling toothpaste. Similarly, in the presence of a public relations campaign familiarizing a public with the goals and objectives of amateur sport, the task of an individual sport governing body would be made much less difficult and presumably less expensive.

In summary, the approach to public relations by sport governing bodies has tended to be reactive and to have been centred around their involvement in major festivals of sport. A public relations programme operated on behalf of amateur sport by an umbrella sports agency (Sport Alberta) would establish an attitude base for amateur sport within the general public which would further public relations efforts by the various sport governing body.

What Should A Public Relations Programme be Doing?

Webster (1971:p 626) defines Public Relations as:

1

> The activities of a (body)...in building and maintaining sound, productive relations with special publics in and with the public at large so as to adapt itself to its environment and interpret itself to society.

This suggests that public relations activities are on-going and that as a general rule, they are not event-related. This means that the relationship with a public is constantly emerging. The relationships do not just happen at the time of the provincial chanpionships. A public relations programme should have specific goals and objectives. It should deal with specific publics with whom the programme is designed to impart certain ideas and concepts about the originator of the programme. Some of the functions of a public relations programme are:

(a) Develop policies and guidelines for dealing with various situations or happenings including procedures for public announcements.

(b) Regularly meet and maintain contact with the press and electronic media.

(c) Meet with other allied agencies such as National Sports Bodies or Federations, School Boards, University Athletic Departments, Recreation Boards, Teachers and Professional Organizations, Government, Service Clubs.

(d) Maintain a steady flow of well-written interpretive and information materials to itself and to other publics.

(e) Develop smart business-like office procedures.

(f) Develop showman-like, efficient sports events that have spectator appeal.

Who are the Publics of Amateur Sport and the Sport Governing Bodies and What are the Desirable Relations Between Them?

Sport Itself

Sport has itself as a primary public. Specifically, these are the members who purchase amateur cards, who pay the club dues and on whose behalf the organization of sport in this province and nation is carried out. Relations with the membership should be largely in the form of information and simple chit-chat about goings-on in the sport. Additionally, it should include a vehicle for feedback from the membership apart from the constitutionally established methods.

This suggest a regular news bulletin or the upgrading of bulletins currently in circulation. It requires current mailing lists of all members and clubs that should be stored and revised in a centrally owned and operated data retrieval system.

Other Sport Governing Bodies, Provincial and National Federations

Too often sports operate in a total absence of information about what is going on in other agencies and in other locations. This can result in scheduling conflicts; of embarrassments in making appeals for assistance from the same sponsor or at the same time; of drawing on the same public officials or facilities - In short, a jungle-like environment where the fit and aggressive get the benefit.

Organizations such as Sport Alberta or other sport agencies like city parks and recreation departments, YMCA's, YWCA's could facilitate and be facilitated by the circulation of news and information about the provincial and national sporting scene. A sharing of information about various plans and projections would help to alleviate intra-sport conflict.

Friends, Associates and Parents of Sportsmen

The personal ties existing between sports participants and their relations and friends are a powerful factor in attracting these persons to the sport. It is well recognized that parents of competitors comprise the largest proportion of sports club executive and in many cases of sport governing body executives too. Associational connections are a source of spectatorship for various events and while they are not pervasive, they are stronger than associations with complete strangers.

This implies a continuous effort to develop friends and supporter lists. Each member of a sport governing body should be requested yearly to supply names of friends or other persons likely to support their sport. These names would be included in the overall data retrieval list and would receive the information bulletin about the sport. They could become a particularly sensitive market for special appeals and lottery ticket sales to name just two possible involvements.

Sport Enthusiasts

"The greatest source of a resale is a satisfied customer", says a marketing tenet. In sport, former athletes comprise the largest body of "satisfied customers"..They are a source of pre-oriented officials, of assistants, executives and overall supporters of the sport. The implication of this is for a careful research within the sport for names of former participants and enthusiasts to be included on a mailing list. These individuals comprise a significant source of spectatorship. They are often recruitable as friends of a sport who have contacts and position that can be used to benefit the sport. To dismiss former participants, is to ignore the history of a sport and to cut off a very significant source of aid and community support. These people should be included on a sport news bulletin, should receive copies of annual reports and other significant documents. Most former participants have some feelings of gratitude and are pleased to be remembered. This is a powerful factor for involvement.

Persons Seeking Spectator Entertainment

With a few exceptions, spectatorship at amateur sports events is overlooked as a means of communicating with the public. Similarly, very few sporting events are seen by their organizers as a significant source of revenue. It is a truism the amateur sportsmen speak only to amateur sportsmen. They almost entirely ignore the viewing public. Most sporting events are run entirely for the benefit of participants. This is as it should be, but often it is to the detriment of spectatorship. Amateur sport organizers in their concern to provide ideal conditions for the participants, ignore or overlook the needs of the spectator and in the process commit staging errors that would render a show-business emprissario speechless. It is not the position of this author that amateur sports events should be turned into a circus performance. Howeverm somewhere between the complete prostitution of sport and an utter contempt for the spectator, likes a position which sees events run on time; with intelligent commentary; with presentable, clearly identified performers; with well cared venues that have spectator amenities; with tasteful ceremony and flare. In short, the examples of the recent Commonwealth Game and the Montreal Olympics make good models for the presentation of amateur sport.

The advantage of a spectator orientation will be an increase in spectatorship and a concomitant rise in the interest of the sports media. When amateur sport is good entertainment, its credibility with the media will increase and so too will the following by the spectating public. The treatment of amateur sport in Europe where there are largely weekly newspapers devoted entirely to all aspects of sport is perhaps too far in the future to have a realistic application here. Nevertheless, they are indicative of the status of sport which has matured in the public mind. A pertinent example in Canada is the status of figure skating which has worked hard to develop a lucrative spectator appeal.

This approach to amateur sport suggest that each sport study the spectator "product" they might offer to the public. This process might be facilitated by the use of consultants who are skilled in staging spectator events.

The Information Media

We make the distinction here between the information media as consumers of information about amateur sport and the individuals who comprise the press, radio and television corps. Through their selection of news they have a powerful influence on public attitude and understanding of amateur sport.

As mediators of public acceptance, they need to be informed and educated about amateur sport as part of a process quite independent of supplying the usual data about sporting events.

This implies a process that might involve a series of seminars or yearly events operated on behalf of the whole of amateur sport involving the information media. It might involve senior editors and production people as well as the working sports reporter. Its purpose would be to inform and educate about the goals and problems of amateur sport and at the same time to form an understanding of the problems of the news media.

Relations with the News Media and the Image of Amateur Sport

Like most public enterprises amateur sport communicates with the general public through the information media. The news media tend to view amateur sport from the same perspective as they view professional sport. Since the information available to the news media has world-wide origins, amateur sport at a local or provincial level is usually unable to attract much coverage except if their story has at least a national significance. (See Michael Skeet's presentation to Intersport III).

Part of the problem of amateur sport's relations with the news media has to do with its diversity. With over seventy sporting associations registered in the province; with each conducting their own enterprises with the news media* there is little unity of position, coordination or integration of effort. A contrast to this can be seen in the efforts of the federated financing organizations in most major cities. The Community Chest, the United Way, or whatever they are called, act for large numbers of agencies who carry on disparate programmes which fall under the general rubric of community service. While the various agencies can and do speak on their own behalf, there are specific topics on which only the central agency speaks. There exist policies concerning the emphasis of stories and a measure of coordination between the various agncies and the central agency in dealing with the news media. In this way there is a greater consistency and regularity in the whole area of public relations.

This is equally true of the relationship between the athletic departments of the various universities and the news media. Each inter-collegiate programme is a microcosm of the provincial sporting scene. The programmes include all the high visibility sports such as football, ice hockey, basketball as well as the less well known pursuits such as karate, gymnastics, fencing, cross-country running to name but a few. These programmes are represented by an officer of the university who deals with the news media within guidelines set by the institution.

This is similar to the circumstances around the various professional sport franchises who maintain full-time public relations staff to deal with the news media. Throughout the year they generate news stories and maintain a steady flow of information which furthers their particular enterprise.

The common feature of these three examples is the unity of the source of information and in the consistency of the position taken by the particular public relations programme. There are other features. These agencies maintain a regular flow of information about their enterprises.
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* We will not dignify these efforts by calling them public relations since they lack a coherent policy and management stance.

This is professionally written and most important, it originates from a reliable source with whom the media worker can communicate.

Amateur sport publicists complain that it is difficult to get the attention of the news media; that in competing with professional sport they always come out second best. Too often the efforts of the amateur sports publicists involves stuffing the meet results in an envelope and "dropping it off at the paper" on the way home from the meet. They are somewhat aggrieved that no one from the paper showed up at the meet but they are not quite sure of that because no one has met the sports reporter who works their "beat". They don't know the publishing schedule or the various deadlines of the paper. Moreover, they are so enthused about their own activities that they fail to grasp that on the same evening three major international sports stories broke, along with a national story, along with four amateur events of provincial or local significance. Since their efforts to gain the attention of the media produce so little result, they tend to become cynical and stop trying.

Another sore point with amateur sport publicists is the reluctance of the news media to give an event any pre-publicity. "Where were you when we needed you?" is their cry. They would like to promote the event in advance so as to attract a crowd. From a newsman's point of view pre-publicity is not news. When an event has happened, it is news. But what has happened does not fill seats in a grandstand.

The answer to this dilemma lies in the on-going relationship between the sport and the sport reporter. When the sport governing body is telling their story all through the year (not necessarily for publication) instead of just at provincial championship's time, the information about the forthcoming event has an overall context which gives it a news value. Recent top performances, competitive rivalries, development of individuals, record attempts, all form part of the context which makes the sports news-worthy. In this context the sports event has relevance and news value.

From the media worker's perspective, amateur sport presents an enigma. It has a continually changing configuration of spokespersons. The information available from it is often delivered at inconvenient times and is of poor quality. The volunteer nature of amateur sport organizations results in frequent turn-over of executive and other spokespersons. It is often difficult to locate an information source from year to year. The result of these factors is that media workers, who are generally working to deadlines and so are somewhat harrassed, seek the easiest way to do their job. They turn to the news services and to known, established sources of information which tend to reflect the elite and commercial aspects of sport.

A survey conducted by the author in 1976 showed that most commercial radio stations devoted close to 95% of their sports' coverage to professional sport. The Edmonton C.B.C. outlet gave 84% of its sports report to professional sport. This organization had two full-time sports reporters. Other stations surveyed had no full-time sports staff. They made use of the "sports wire" almost exclusively. If a significant sports story broke, it was treated as hard news by their news department. The print media at that time, as measured by column inches of coverage, was 73% professional sport to 27% amateur sport coverage.

There is an ethical question which the news media should be addressing. This is their responsibility to educate as well as to inform the public. Since most persons get their information from electronic or print sources there seems to be a great opportunity for education of the public.

Media workers disclaim any responsibility to educate the public about sport (Brian Hall, Alan Watt). Their stance is that they reflect public interest, not shape it. They say that when the United States professional golf or the National Football League results are ommitted from a news cast they are flooded by protest calls. When results of a regional or provincial championship is given to them by a sports body they know the results will have a limited interest. What is more aggravating, the volume of information about one of these events (e.g., a provincial age-class swimming championship) is so great that adequate coverage is impossible. A good news story has a number of features: It gives a result, it mentions the participants by name, featuring any outstanding or unusual aspects. It may include a photograph. Amateur sport stories, even when the performances are unusually good, do not easily fall into this mode and so are shunned by media workers. It is too hard for them to do justice to these kinds of events so rather than face these difficulties, they give the public what they think it wants - the drama of professional sport as created by a national news service.

The result is a wide misperception about sport. Sport is popularly seen as strongly competitive. It is elitist and somewhat sexist. Sport has strong elements of violence and of painful striving. The great mass of the public does not perceive competitive sport as activity in which they personally could be involved. The image of sport projected to the general public through the news media is reflected in the term "jock" which is an invidious stereotype based on a latent resentment of persons confidently displaying athletic excellence. This stereotype implies an individual with a lack of sensitivity or of only the lowest sensitivities with lots of brawn and too little brain. It is a compensation dear to the hearts of the unathletic and unfit. It is a stereotype which must be destroyed if wide-spread participation in sport is ever to be accomplished.

The answer to these problems will be found in well-planned public relations programmes. These will help to educate the information media about amateur sport. At the sports end of this dilemma the education will deal with how to deal effectively with the news media. A set of guidelines in pamphlet form on how to work effectively with the news media would be a starting point in this process of mutual information. This, with a yearly seminar between amateur sport and the information media would help to close this communication gap.

How Can the Marketability of Amateur Sport be Maximized

The marketing of amateur sport as such is a most difficult if not impossible task. There are simply too many aspects of amateur sport that make a global sort of campaign too large and expensive to be beneficial to the individual sport governing body. A comparison with the insurance industry is valid here. Within this industry, various sub-industries operate extensive marketing programmes: (eg) Auto Insurance, Personal Liability Insurance, Life Insurance and Health Insurance; but the global insurance industry does not conduct marketing. A similar situation prevails within many of the large industries such as liquor, automobile, entertainment, to name but a few. Within each, large expensive marketing programmes are mounted with considerable effect. Part of the effectiveness turns on the ability of the marketer to clearly identify the generic nature of the product they are offering and to find within the overall market the segment to which their product can be offered with the greatest effect. This would suggest that marketing of amateur sport as such should be a peripheral concern compared to the marketing of particular sports. This question might well be rephrased:
How can the marketability of sport be maximized?

There are four aspects of Marketing that bear on this problem:

1. The first is a Consumer Orientation. This is the approach to the marketplace that starts by trying to identify consumer needs rather than finding ways to package products or to manipulate people's needs to have them buy. A consumer approach to a particular sport would identify the various aspects of consumer interest and attempt to maximize the value of these within the sport.

   Four aspects immediately come to mind:

   (a) Primary Involement - The value of direct personal involvement as a participant in terms of fitness, achievement, friendship, travel, fame.

(b) Secondary Involvement - The value of being associated with an exciting news-worthy event, the reflected glory, feelings or being "in" on something good, friendship, travel opportunity. Vicarious success through children, friends, etc.

(c) Enertainment Value - The value of sport as an entertainment spectacle.

(d) Associational Values - Tax write-offs for donations. Public relations values.

Each of these requires study in terms of the unique characteristics of the various sports. Undoubtedly there are many similarities between sports which would lend themselves to a uniform treatment, but the focus of this treatment should be through the lens of the particular sport.

2. The second aspect in marketing is the recognition that marketing is a social process which goes on between people rather than an internal process that takes place within an individual. People interact. They communicate about their experience and it is these word-of-mouth communications which provide the basis for most people's involvment. Ernest Dichter reported that up to 80% of all purchases in an urban market involved some word-of-mouth interaction between the buyer and a non-involved third party. This does not suggest that the marketing process is outside of the control of the marketer. On the contrary, it places the control very much in his hands. In short, the marketer can control the situation by understanding the needs being met by the product he is offering. The closer he comes to presenting a product that does this, the closer he comes to controlling the marketing process.

The recognition of the social nature of marketing a sport suggests various means to stimulate inter-personal communications about the sport experience, be it spectator or primary involvement. This is not to minimize the importance of advertising and other impersonal communication techniques. These are expensive, however, and require skillful use to obtain a benefit equal to their cost.

3. The third aspect to the marketing of an amateur sport is that the process if an integrated effort. Marketing, to be effective, has to understand the real nature of the product. This requires market research about the consumer needs. This is integrated into the design of the product so that what is being offered to a particular segment of a market for a particular sport has utility and value to that market. For example: A corporate sponsor needs to know that funds they donate will be intelligently and responsibly used.

   The sponsor needs to know that being linked to a particular sport will reflect favorably upon them. This requires the sport to produce frequent reports, well put-together publicity materials, smart, well run events with attractive printed programmes which clearly identify the corporate sponsor. It requires official recognition by the sport and public expressions of appreciation whenever an opportunity is presented. This is quite different from the product being offered the spectator market who want a fast-moving event with clearly identified performers who are capable of exciting performances. The point is that various markets require various products and that marketing research will help to identify the exact nature of these and the promotional efforts required to fit the right product to the proper market segment.

   Integrated with product definition and design is a promotional programme which will touch each market segment. The broad area of promotion as applied to an amateur sport is comprised of four major activities. The first of these is advertising which is often mistaken for the whole of marketing. Indeed, the popular conception of marketing envisages an elaborate advertising campaign as its principal feature. While this may be valid in specific instances, it does not represent the prime methodology of social marketing which should be applied to a sport.

The two principal tools for the promotion of an amateur sport are publicity and personal selling. The very nature of sport lends it to the creation of publicity through public events and performances. The operation of inter-club events, public training sessions where a sport activity can be seen by the uninitiated are natural means of generating publicity. Annual meetings of club or sport governing bodies are natural methods for publicizing an organization to itself. Involvement in public events is a method of particular effectiveness since large numbers of viewers have an opportunity both to see and to interact with participants.

Personal selling is a method often overlooked in the social marketing process. Because no tangible product is exchanged, the importance of the process is misunderstood. Each time a sportsman talks about sport to a person outside of the sport, a form of selling occurs. Be it athlete to another potential athlete, an official to a friend and colleague, parents to other parents, club executive to associates: the process of exchanging information for acceptance goes on.

The concept of "sell the sport" is one which can make a significant impact in the marketplace for amateur sport. This implies that members of a sport first of all be informed about it and able to sell when they can. Every member a salesman should be the objective of this aspect of promotion.

4. The fourth aspect of marketing which has a bearing on an amateur sport is that of the cost of doing it. Will the benefit accruing from marketing efforts be commensurate with the cost outlay? This is difficult to assess without studying the marketing environment of each sport. This is a task in which a sport governing body might well be aided by marketing consultants available to amateur sport as part of a general upgrading. Certainly, the benefits of presenting a sport to its various publics and markets need assessment before the conept of marketing is abandoned out of hand.

In summary, the marketing of amateur sport wil be most effectively carried out by sub-dividing the global domain of amateur sport into its constituent sports. Marketing programmes should be concerned with a particular sport rather than all of amateur sport.

Underlying a marketing programme is research to identify particular market segments and to establish their particular needs so as to design appropriate products. At the basis of effective marketing is an understanding that it is primarily a social process rather than a psychological process. As such it is amenable to communication strategies that involve interaction between people. While commodity marketing makes extensive use of advertising and promotional gimmicks, the social marketing of a sport will rely on various inter-personal communication techniques with well defined markets and products carefully designed to satisfy their needs.

Future Trends and Recommendations

In the final two decades of the 20th Century it is expected that the average age of the population will increase. Thus, there will be more older adults and fewer children. It is expected that work will occupy a much smaller role in the lives of the population, thus creating more opportunity for various leisure-time pursuits. The fitness movement is expected to continue its growth having transcended the fad stage. The work of Participaction Canada and other health-promoting agencies in propagating the idea of the physically active lifestyle has reached a significant proportion of the population. Statistics Canada reported that in 1976 50% of a sample of Canadian adults had been active in a physical recreation in the previous year. Similarly they reported that 59% of this sample had taken part in regular exercise. This is contrasted with the 1969 P.S. Ross Report that was commissioned by Recreation Canada. It showed that 1% of their sample population were physically active once a week. While the two studies are not completely comparable, the trend towards a more physically active lifestyle in the population is unmistakeable.

To date, fitness has been the pre-occupation of the younger, better educated segment of the population who have participated for the health and appearance benefits.* An an example, the participants in the 1979 Capital City Marathon in Ottawa, which numbered close to ten thousand, were found to have an average educational attainment of four years of university. The New York City and the Honolulu Marathons have shown similar trend which, while not particularly descriptive of Canada, is consistent with the profile of the fitness enthusiast turned marathoner.

The group currently involved in fitness has many of the characteristics described by Everett Rogers in his work on the diffusion of an innovation. He reports that the earlier half of the population to accept an innovation were younger, intellectual, cosmopolitan, venturesome and were often looked on as opinion leaders by their peers. By contrast, the slower half were less well educated, older and more tradition-oriented. They tended to get their ideas and information from their peers. This description encompasses many of the blue-collar group.

On the basis of the diffusion of innovation model, it can be expected that the fitness movement will extend to the blue-collar class over the next fifteen years. Already industrial fitness programmes are being established in various industries although most of these have tended to be quasi-white-collar occupations such as telephone and electronic workers, aero-space workers and clerical workers.* Marketing studies of blue-collar workers suggest that voluntary participation in fitness activities will "not sell" with them. (Rosenblatt and Suchman). Rather, the fun and enjoyment of participation in pleasurable activities is seen as the princiapl focus. This points to activities that are fun, enjoyable and status endowing as opposed to those which are hard work, boring, with deferred benefits and no immediate gratification. In short, playing a sport as opposed to punishing the body will more likely involve blue-collar people in activities. First they enjoy, then they get fit.

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* A system of incentives for particpation in sport and physical activity have been described by Burgess (1973). Foremost is the conservance incentive which is the incentive to preserve and repair the body as in the pursuit of fitness. Others bearing on physical fitness are achievement and affiliation.

The implications for the future is a huge demand for physical recreation. Many older people and blue-collar people just mentioned, are relatively unskilled in physical recreation. They have passed through the education system at a time when physical education programmes were uncommon or they have left school before having a thorough exposure to life-time sports. (We note that the trend towards teaching life-time sports is a relatively recent phenomena in education). In either case, there is a large public who need and are going to want the benefits available from participation in physical recreations. Already a number of sports are experiencing an influx of older competitors with Masters and Super Masters competitions a common-place occurrence. Jogging for fitness has led to running which has grown into racing which in turn has produced local races and will soon produce national championships. A World Master's Track and Field Championship was held in Toronto in 1977. A similar trend is seen in swimming and in ice hockey where former competitors have returned to competition solely for the fun and fitness which accrues.

In California where many avant-garde movements seem to originate there have even been Senior Citizens Olympic Competitions with a full slate of events which were well populated. It would seem that a growth in interest and the capability of older people due to improved fitness and greater leisure will produce a demand for training and instruction in many of the amateur sports. Couple this with the projected growth in participation by blue-collar people and it would appear that a huge task awaits the various amateur sports in the next two decades. This is a challenge and an opportunity that can change the shape of amateur sport for the foreseeable future.

Recommendations

1. Development of division of recreational participation within each sport.
2. Addition of Masters and Senior Master's divisions.
3. Re-definition of amateur in the light of increased age (how long away from professional).
4. Examination of various activities to modify them for participation by older participants.
5. Modification of rules to suit older participants.
6. Establishment of skill-learning programmes in various sports.
7. Development of health and fitness standards for older participants prior to their entry into a sport.
8. Development of drills and partial activities which can be used as an introduction to the various sports.

General Recommendations

1. As part of a general upgrading of amateur sport the services of a marketing consultant be available to sport governing body to assist in the design of marketing programmes.
2. Seminars on marketing and the problem of marketing sport be held yearly for sport governing bodies.
3. A pamphlet on a basic marketing approach to sport be developed as part of a resources base for amateur sport.
4. Consultant services in staging and presenting sport events be available to sport governing body to help upgrade the presentation of amateur sports events.
5. A Public Relations Consultant be available to sport governing body to assist in designing public relations programmes for the various sports.
6. A centralized position or stance on significant sports issues be established for all sports. (This implies a wider role for Sport Alberta or other umbrella agency).

7. A pamphlet on developing a Public Relations programme for a sport governing body should be developed as part of a resource base for amateur sport.

8. A series of yearly joint seminars for sporting groups and the news media should be held in various centres in the province.

9. As part of the process of interpreting sport to the public, the Sports and Fitness Section should develop a magazine on amateur sport for distribution to all sport governing bodies, news media, friends of sport. This publication would be analagous to the Heritage magazine currently published by Alberta.

10. As part of a marketing and public relations programme, all sport governing bodies would be required to produce regular, quarterly, or monthly news bulletins to members and to their own particular sports community.

11. In order to facilitate recommendation 10, facilities and resources would be made available to assist sport governing body in producing such bulletins.

12. In order to develop a more accurate picture of the constituents of amateur sport and to communicate more easily with them, a data bank of names and address be established of all persons involved in or associated with any aspect of sport. This would be the basis of a province-wide sports communication network.

13. Recommendations about the involvement of older and blue-collar participants in sport appear on page 20.

Summary

This paper has examined the role of both public relations and social marketing in the furtherance of amateur sport in Alberta. It has reviewed some of the current problems which have been shown to have originated from a lack of clarity as to the full nature of the public relations and marketing function.

It has examined the fitness movement as an application of the diffusion of innovation model of Everett Rogers and has suggested the direction of future growth. This is seen to be in the direction of more elderly participants in amateur sport and an increase in participation by blue-collar workers. On the basis of this a number of recommendations are presented.

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AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS

TERRY JONES

This paper deals with the expansion of professional and amateur sport in Edmonton and discusses how professional sport has affected the media coverage of amateur sport. The paper discusses attitudes of sports media personnel towards the sport community in general. The paper also discusses issues relative to the media coverage of amateur sport and suggests some resolutions.

AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS

1: Background and Historical Perspectives

The "boom town" status of Alberta's two major cities, Edmonton and Calgary, has resulted in tremendous changes in the lifestyle of Albertans. And in few areas has it been more evident than in the area of sport. To understand the current state of amateur sport in Alberta and its relationship with the sports media, you have to understand not so much the history of amateur sport in the province as the last ten years of Alberta professional sports history. Pro sport has put Edmonton, Calgary and the Province of Alberta on the map in the last decade.

For the most part, until the 70's, Alberta's sports scene largely consisted of amateur sports activities. Although there had previously been pro-sponsored Western Hockey League teams in Edmonton and Calgary and although a Western Canada Baseball League had been in existence for a long time in Edmonton, Calgary, Lethbridge and Medicine Hat, both sports were long since dead in Alberta when the decade began. Pro sport in the province was basically restricted to the Canadian Football League teams in Edmonton and Calgary, and horse racing - thoroughbred and standardbred - in the two major cities.

Even the existing professional sports have enjoyed tremendous growth. In 1949 for example, the Edmonton Eskimos drew 42,327 fans. In 1959, the club drew 124, 532. Ten years later, the total was 133,793. In 1979, the Eskimos drew 341,190. Projections are that within three years the Eskimos - who have won three consecutive Grey Cup championships - will draw more than a half-a-million fans for their eight regular season home games. Similar, if not quite so dramatic, increases have been shown by the Calgary Stampeders.

The 70's represented the greatest growth in professional sport in one area since the Brooklyn Dodgers and New York Giants began a move of pro sport franchises to California 20 year ago. Today, in Alberta, we are clearly living in the Golden Age of pro sport.

In Edmonton, which has been the trend-setting city, the staging of the highly successful Commonwealth Games not only "put Edmonton on the map" as Mayor Cec Purves put it, but it also left Edmonton with a 43,000-seat facility. The Eskimos now lead the CFL annually in attendance and are sold out in season tickets alone. Some 18,000 seats will be added to Commonwealth Stadium for the World Student Games in 1983.

Eight years ago, the Edmonton Oilers came into existence along with the creation of the World Hockey Association. By the time the WHA was ready to fold, the Oilers were the most successful WHA franchise at the ticket wickets. They were housed in Canada's finest sports facility, the 15,000-seat Northlands Coliseum. Seating capacity has been expanded to more than 17,000 and now the Oilers, in their second season in the National Hockey League, are one of the most successful franchises in the 21-team league from an attendance point of view.

In 1979 another pro team arrived in Edmonton, the North American Soccer League Edmonton Drillers. They averaged 9,000 fans per game in their first year, and increased that to 11,000 in 1980. And they attracted more than 22,000 for a playoff game last season. In 1980-81, the team also played in the NASL's first indoor league and won the championship.

This season, Edmonton will have a team performing in Triple A professional baseball. Even prior to training camp the Edmonton Trappers, farm team of the Chicago White Sox, had sold more seasons tickets than any Pacific Coast League team had sold the season before. The Trappers are also expected to surpass last season's highest figure in the entire 26-team Triple A league 2,200 set by the New York Yankees AAA club in Columbus, Ohio.

Edmonton is also the site of a major international indoor track and field event, The Edmonton Journal Indoor Games, which have been held for three consecutive years. In Calgary, McMahon Stadium has undergone major renovations and now seats 34,688. Last year the Atlanta Flames of the NHL moved to Calgary and are nearing the end of their first regular season of play in the Calgary Corral. Because the arena seats less than 8,000, the Flames asked for and received $21 a ticket. On the drawing board is a 20,000 seat stadium.

Also arriving in Calgary late last year, in time for the indoor season, was the franchise of the NASL Memphis Rogues. The Rogues begin their NASL outdoor season this spring in McMahon Stadium. As well, Calgary, Lethbridge and Medicine Hat have pro baseball franchises under rookie-league classification in the Pioneer League, which arrived in the late 70's. Those three cities also have major junior hockey teams, which are at least semi-pro. Edmonton will play host to the Intercontinental Cup of Baseball this summer, has been awarded the 1983 World Student Games, and is bidding for the 1983 Grey Cup and the World Figure Skating championships in 1984. Calgary is bidding for the 1988 Winter Olympics and it is possible that the Canada Cup of Hockey will be played in Alberta cities next year.

2. The State of Amateur Sport

While professional sport is booming and Alberta is attracting the "big event" amateur sport attractions, amateur sport in general has suffered because of the pro scene.

With very little research, you can make a solid case that the average amateur sports attraction has suffered noticeably. And you could come to the conclusion that the reason is not only that Alberta sports fans are spending their time and money on the pro sports, but that in this new era of sports they have developed an attitude that most amateur sports are 'beneath them'.

You need to look no further than the college campus or the local high school to see what has happened. At the beginning of the 70's, the University of Alberta Golden Bears were regularly filling the 3,000-seat Varsity Arena for hockey games. Today, they attract crowds often as low as 500. The Golden Bears of football used to draw 6,000, but now attract less than half of that. College sports officials believe more students are attending Oiler and Eskimo games than are going to college games.

You also need to look no further than newspapers, and television and listen to the radio to notice a dramatic change. While the sports media has doubled in Alberta in the last ten years, the newspapers and radio and television stations have virtually the same amount of space and air time to devote to sports coverage.

Newpapers, radio and television stations which used to cover most amateur sports in the province, are now unable to send their sports reporters to many of those events. And those they are able to cover receive far less coverage than they received 10 years ago.

The sports media, basically, covers events their readers and listeners are most interested in. Clearly, because of the attendance and civic prestige involved with the pro sports teams, most of the coverage is focused on the pro clubs and the big events.

The coverage of amateur sports in Alberta, with the exception of the big event, has clearly bottomed out. But it is not a situation which is entirely hopeless. While many of causes and effects mentioned to this point indicate the obvious - that the coverage of amateur sports will never be what it used to be - there are dozens of reasons why it could, and should, be much better.

3. Major "Actors" in the Delivery System and Their Attitudes Toward Amateur Sport and Amateur Sports Officials

To put it bluntly, the sportswriters and sports broadcasters believe they could be providing more coverage, and better coverage, to amateur sports. But they are generally frustrated with the officials. They believe that many of them are "totally naive" about the media and are "their own worst enemies" when it comes to dealing with the media.

To illustrate this point, the writer, who in 1972 was named winner of the Canadian Amateur Sportswriting Award and holds the same negative opinions despite a positive feeling toward amateur sports which I would hope such an award would imply, interviewed several of Alberta's major sports media men for the purpose of this paper.

Bryan Hall, sports director of CJCA radio in Edmonton, contends that the amateur sports officials "are amateur in every sense of the word". "They don't understand how we operate," say Hall, who says he believes amateur sports get very good play on Alberta radio stations. But he adds that amateur sports could do much better in that regard. "Amateur sports people so often have an attitude that their event is the only thing that's happening. The majority of amateur sports people do not know when, for example, to hold a press conference. And they seldom seek advice from a knowledgeable member of the media. I can't count the times when they've held press conferences when there are four other things going on at the same time. And I can't count the times they've scheduled press conferences when the people in the radio and television business are involved at getting their sports reports on the air."

One of the major complaints is, as Hall says, "amateur sports people asking for publicity on something and getting the publicity but then not letting you know what the results were. You give them the publicity and then they don't even take the time to let you know what happened."

Hall also points out that on a busy day, it is impossible to get everything in a sportscast. Often he figures that someone who has phoned for publicity and does not get accommodated because of time, simply gives up and does not try again the next time. He says - and again this is a common complaint - that many amateur sports people will type out a press release and leave it at that. They'll send something out 10 days in advance and never follow it up with a phone call."

Hall says most radio sportscasters will give the station's private phone number to amateur sports people so they can phone in their results immediately after the competition. The disc jockeys, he says, will often mention it on their shows. The same thing applies to pre-event publicity. Often there isn't time on a sportscast to mention everything. But the stations will usually include any event, large or small, on the disc jockeys "ad lib" sheets so that the event will gain some publicity. Hall estimates that 80 per cent of the people in amateur sport don't even know that service exists.

Another thing Hall points out is that generally the radio stations have one man to do the job it takes a dozen sportswriters to perform. "They don't realize I can't be everywhere," he said, adding that the reaction from many amateur sports officials is "if they were interested, CJCA would be here" and end all communication.

Bill Powers of CKXL in Calgary says that in today's market the publicity a sport receives will depend on the person in charge of contacting the media. "If the five pin bowling people have a good guy at dealing with the media, there will be a fair amount of five pin bowling coverage. If they've got a bad guy, the coverage will show it."

Powers says the amateurs don't get a great deal of coverage, especially compared to what they got a year or two ago, because of the influx of pro sports francnises. But he says "if there is, say a local squash tournament in town, most radio stations will drop the story on say Bjorn Borg winning a tennis tournament if they have to in order to at least mention the fact there is a squash tournament in town." Power says there used to be better amateur sports contacts in Calgary than there are today. In some areas, he says, there is almost no media contact at all.

"We apparently have one of the world's greatest gun club facilities here in Calgary now, and frankly I can't even tell you where it is, much less what's going on there."

He feels amateur sports people "had it so good for so many years that they can't understand why they don't have it like they used to and have drifted away completely in a fit of resentment." He says he even believes that a situation has developed in the other direction. With the higher profile of pro sports, the media men also have a higher profile. He says that because of that some amateur people are "intimidated and afraid to call you".

Power says he believes the common view of the media man is that when the amateur sports group holds an election, they give the last guy in the room the job as public relations director. He believes the role of dealing with the media, in most cases, ought to be assigned to "the main man" because he's the man who is likely to care the most.

Al McCann of CFRN television in Edmonton says the word "naive" says it all. "Very few people have any idea of the way the business works. No concept. We actually get people who expect us to do a one hour show tomorrow. They seem to believe that the air time is just sitting there. And because they're so involved in their sport and so excited about it, they think everybody is. They lose all sense of perspective and are astounded that 'such a good sport' wouldn't get the publicity they think it deserves." McCann believes that in the last couple of years two groups have started to turn the corner in dealing with the media and "are getting a little bit better".

He rates track and field officials as the worst and says their attitude, which he describes as "haughty", is more the norm than the exception. "I think you can give credit to the University and the high schools for getting a little bit better lately, but nobody else."

Newspapers are, in many ways, different from the electronic outlets. They have a larger staff and the capacity to deliver more information. Yet the complaints are basically the same.

Fred Collins, who runs the night sports desk at the Calgary Herald and is responsible for much of the story selection and 'play', is also a former winner of the Canadian Amateur Sportswriting award and he too says the biggest problem is "that they just don't know . . . they're so uneducated about the media, it's cruel".

The newspaper people says it's amazing how many amateur sports people do not realize ther sports departments work nights and how many of them who figure they can phone in the results the next morning and still get them in the paper for that day. They also don't realize that a result from something 24 hours earlier is old news and won't be printed.

Collins says his biggest complaint is "that they're okay when it comes to giving us advance information but when it comes to results and follow-ups, they let us down." He says it's frustrating to know how many good solid interesting feature and human interest story ideas there are in amateur sport - stories which could compete with anything pro sport could offer along the same lines - and how few of them the newspapers ever find out about. "They don't realize that they're welcome with open arms and we'll bend over backwards to help them. Or they don't understand that when space is tight, space is tight and it doesn't have anything to do with our attitude."

4. Issue Resolutions and Implementations of Resolutions

Amateur sports organizations are at the point where they must take a long hard look at themselves and decide what their objectives are. It should be obvious that promotion has a positive effect on the sport, from paid admissions to increased interest. Added interest, in turn, creates greater number of athletes who become interested in the sport, and that generally contributes to the development of the sport. But in many cases the amateur sport is going to have to find new areas to satisfy those needs.

An amateur sports organization must ask itself the tough question: Other than family and friends, are there people who are interested in what is going on? If, in all honesty, the answer is 'no', that organization is generally not going to be able to satisfy its aims and goals through the mass media.

If the answer is 'yes', then the amateur sports organization is going to have to answer several other questions. Do they understand the media?

Do they know when they have something to offer the media that can be used?

Do they have the right people and an adequate system in motion to get promotional information and results to the media?

The writer submits that very few organizations can answer 'yes' to all those questions. Those who can answer 'yes', and require paid admissions to continue operations, are further going to have to face the reality that they are in direct competition with pro sport. They must not only make their sport attractive but also they must compete with pro sports on a publicity and promotional level.

No matter which area applies to the amateur sports organization, those groups need to be educated on how to use the media effectively and how to promote their sport through the use of the media and without the media.

5. Specific Recommendations

a. The creation of an annual forum or workshop where amateur sports people can be brought face-to-face with members of the media for a healthy exchange of problems and ideas.

Most media men would welcome such a forum to discuss the problems and attempt to find solutions. It could also involve a post-forum social aspect of some sort, which would allow the amateur sports officials and the sports media men to get to know each other on an informal basis and establish relationships. Such regional events could involve the entire membership of the Edmonton and Calgary sports reporters associations.

b. The publication of an Alberta Amateur Sports Media Guide and Handbook.

This publication, which should be written by a member of the sports media or by a successful sports media relations man. It should be a guide to the amateur sports organizations. The 'do's and don'ts' of dealing with the media. When to call a press conference. When not to call a press conference. How to write an effective press release. When and how to use the telephone to deal with the sports media. What the media wants. What they don't want. There are dozens of areas where such a publication, if distributed properly to all divisions of sport, would be of tremendous assistance to the amateur sports people. After all, they are not trained to have a nose for news and have no background involving the intricacies of the media. Also in this publication should be a list of addresses and phone numbers of all sports media people in the province, and of presidents of sports organizations and publicity directors. It should be designed so that it could be updated annually.

c. The establishment of a government-sponsored effective media relations office for amateur sport, with full-time media relations employees in both Edmonton and Calgary.

The media relations people should have experience in high profile positions, preferably in a public relations position in professional sport, or in the sports media. They would work as a liaison between both the amateur sports organizations and the media people. Educating the amateur sports people should be a top priority. But the media relations person should also be in a position to make himself available, upon request, to act as public relations director for specific projects and events.

AMATEUR SPORT AND PUBLIC RELATIONS: FUTURE CONCEPTS

Diane Jones-Konihowski

This paper deals with a discussion of problems in amateur sports due to poor public relations, inadequate funding and government involvement. The paper suggests methods to improve promotion and interest in sport participation and also discusses potential sources of funding and sponsorship. The paper also presents recommendations to sport organizations and the Department to improve amateur sport in Alberta.

INTRODUCTION

Amateur support in Canada, for the most part, has been haphazardly run and loosely coordinated. It's been coached, supported and financed mainly by the participants who have given their time and money for the love of the sport. This allegiance still exists today.

Steady increases in mass participation, costly national and international competitions, and the need for additional indoor and outdoor facilities, has meant the need for larger sums of money to be spent on amateur sport. The amount of money needed has proved too much for the volunteer sport enthusiast to bear.

Government support started to take off in 1969 with the implementation of a Task Force on Sports, instigated by the Honorable John Munro, then Federal Minister of Health and Welfare. Under Munro, the following agencies were established: Hockey Canada, Sport Canada, the Canadian Coaching Association, the Canadian Academy of Sport Medicine, and a Grant-in-Aid support system to Canadian athletes. Also at this time, the Canadian Olympic Association was upgraded, and there was an increase in the number of national teams representing Canada in international competitions.

Five years later under the Honorable Iona Campagnolo, a Federal Ministry of Sport was established, of which she was named Minister. Under Campagnolo, Game Plan 76 (80, 84...) was set up to develop excellence in Canadian sport. A system classifying the athletes according to their ranking in the world, was also introduced at this time. At last sport seemed to be heading in the right direction!

Unfortunately, the dual portfolio set up for the Honorable Gerald Reagan, and the 1980 Olympic boycott have meant major setbacks for amateur sport in Canada.
Therefore, it seems more important now than ever before that the provinces recognize their responsibility to help develop amateur sport within their province.

Public relations is just one of the many areas of concern for amateur sport, but because they haven't done much to help themselves in this area, it's an important issue to consider, particularly if sport is anxious to increase public awareness and mass participation.

HISTORY

Amateur sport has been it's own worst enemy, particularly in the area of public relations. They've done little to promote themselves over the years, and it shows in the low number of 'high profile' sports as we see at the amateur level.

There are two reasons why public relations has suffered. The Provincial Government does not fund amateur sport sufficiently, and the amateur sport people haven't bothered to do it. Because dollars are hard to come by, the amateur sport people are more concerned with putting the money they have into more important areas, like program and administration.

There's no way that amateur sport can compete with the professional sports unless they receive more money from outside sources. Yet, if amateur sport really wants to promote and develop itself to full potential, they're going to have to become more professional in their administration of the sport. What amateur sport has relied on in the past is for the media to come to them. Rarely does that happen unless you have a good working relationship with the media. The coaches and athletes have always had high expectations for good coverage, but in reality, amateur sport can't expect much attention because the market is full.

The city of Edmonton is a super sports town, boasting four professional teams and some 66 amateur sports. Media coverage for some sports is almost non-existent, very limited to a large majority of others, and good for the few sports who take the time and energy to keep the media informed.

My experience has been that Canadians are the last people to promote themselves. Canadian athletes find they are more well-known in Europe than in Canada. This is true with our National Ski Team, Toller Cranston in figure skating, Susan Natrass in shooting, and the list goes on.

The fact that Canada has so few amateur athletes who are household names is proof that amateur sport has sold themselves short in the area of public relations. Not all amateur sports have the so-called "star" athlete, but there is certainly the potential for future Graham Smiths in swimming, Ken Reads in skiing, and the Debbie Brills in track and field. In order for amateur sport to promote and encourage mass participation in sport, they're going to have to make an effort to do a better job of public relations.

The Provincial Government has to be more concerned with their potential role in helping amateur sport accomplish their goals. There's a need now more than ever to encourage the development of good public relations through sport simply because of the public's positive reaction to the fitness-participation craze. There has never been more public awareness of increased participation in sport and recreational activities, than we experienced in the '70s and predict to experience in the '80s. It's all happened because of long-term promotion on television, radio and on paper. Also, the Provincial Government has to realize that our future predictions are for shorter work weeks, which means more leisure time for everyone. For these reasons, both parties, the Provincial Government and amateur sport, have a responsibility to prepare society for a healthier lifestyle.

THE EFFECTS OF PROMOTION ON SPORT PARTICIPATION

What effects could promotion have on sport participation? There's no doubt in my mind that it would increase people's awareness and encourage mass participation.

Let's take a look at the characteristics of good public relations to see how it can work.

1. It has to be positive.

2. It has to be a long-term building process. A good example is the "Participaction" campaign. It's succeeded in increasing the public's awareness of their state of physical fitness, whereby, increasing the number of people taking part in physical activity. It's worked for the whole family too. Aerobic dancing, jazzercise, acquacise and jogging are getting the moms and grandmothers out of the house. Swimming programs for babies start at 3 months. The dads are jogging, playing squash and racquetball over lunchtime and after work.

3. To promote properly you need to spend money. Depending on the nature of the promotion, money is needed to advertise (written or visual) and/or hire a full or part-time 'PR' person.

4. You have to have a good working relationship with the media. In amateur sport this has to exist at all levels of the sport, from the school sports program right through to the international team competitions.

5. You must have some creditability within the community, particularly with the media. Here are ways to do it:
   - Prior to the start of the season, a Media Guide or Press Kit (whatever you want to call it) should be sent to all of the media in the community. This Kit should include the names, addresses and phone numbers of all executive members, coaches, managers and athletes. It should also include photos and individual profiles on all the athletes in your club. Include a complete fixtures list, singling out 2 or 3 important competitions that you want covered by the media.
   - Prior to each of these major events stage a Press Conference, write the media a press release, or phone them to remind them of the competition. If contact is via phone follow it up with a letter.
   - Don't bug the media. The market is too full to demand coverage for every event you take part in.
   - Have a 'story', and have on hand a personality to interview.
   - At the competition itself, have someone assigned to take care of the media's needs. Have some food and drink on hand. Make sure results are available as soon as possible. Have on hand someone who is directly responsible for retrieving athletes or coaches for interviews.

If these steps are carried out, amateur sport will receive better cooperation from the media, increased media coverage, and an opportunity of increasing the public's awareness of what amateur sport is doing in Alberta.

CAN PROMOTION OF AMATEUR SPORT CONTRIBUTE TO SPORT DEVELOPMENT?

When we see what's happening to the sport of hockey because of all the publicity Wayne Gretsky is getting, and what the Drillers soccer team has done to the sport of soccer in this city, we have to say, yes, promotion does contribute to sport development.

Gretsky is creating all sorts of new interest in the sport of hockey. More kids(girls and boys) are playing the sport because they want to be another Gretsky. Amateur soccer is also experiencing a boom in participation because the kids now have an'idol' to look up to.

Olga Korbut and her success at the 1972 Olympic Games, sent waves of excitement and anticipation throughout the world, as mothers saw their daughters becoming another Olga Korbut. Gymnastic clubs sprung up all over the world, and more coaches had to be found, as thousands of young girls enrolled in the sport. Korbut's debut in Munich not only increased the participation level, she also increased the level of performance, as we saw in Montreal four years later with Nadia Comaneci.

Through the accomplishments and promotion of Korbut and Comaneci, the Canadian public has become more aware of our own gymnasts. Names like Lefie Schlagel, Monica Gorman and Phille Delesalle are more familair to the Canadian public. If Steve Podborski wins the World Cup in skiing, that will have a tremendous affect on the sport of skiing in Canada.

HOW CAN THE "MARKET ABILITY" OF AMATEUR SPORT BE MAXIMIZED?

It has to start at the grassroot level, in the elementary schools through the physical education and sports program. Basically, sport has to be a part of our everyday life, and so we have to start pushing it somewhere.

More time for physical activity has to be given to the students and teachers each day. Grade 11 and 12 physical education should be made complusory again. The requirements for getting into the College of Physical Education should be stricter, so that we see more physical fit instructors and coaches who are interested in teaching and coaching, not just the chubby out of shape student who has the same interest. We must not only be able to talk fitness, sport and recreation, we must also look and live the part if we want to create a positive image to the media and public.

More specifically, if amateur sport wants to help the development of sport in the province, they'll have to become more professional in their outlook and in their administration of the program. That means, the day of the volunteer are over, and if we want results, we'll have to pay for them.

To obtain funds the higher the profile you have in the community the easier it is, not always, but usually. If a sport as a Graham Smith, a Ken Read, or a Wayne Gretsky-type, amateur sport must be willing to use these name athletes to promote their program. It's an area where amateur sport has lacked the initiative to take advantage of these people.

Where can amateur sport go for additional funding? There are three major agencies to look at:

1. The Provincial Government.
   - -for the hiring of Executive and Technical administrators,
   - -to subsidize operational costs for renting facilities,
   - -to subsidize operational cost for a provincial amateur sport magazine,
   - -to subsidzie the cost of a good public relations program,
   - -to assist in fund-raising activities,

2. The Private Sector.
   -to individually sponsor an athlete, team, or program, and
   -to underwrite the costs incurred in a Meet or Tournament.

3. The Alumni.
   -cultivate donations to support a program,
   -cultivate bodies to fill the stands, sit on the Board of Directors, help with officiating and coaching.

Amateur sports needs the support of the above three agencies if the development of sport is to become better. In addition to what has been mentioned, the Provincial Government also needs to provide more money to build more indoor and outdoor playing fields, hockey arenas, and multi-purpose venues like the Kinsmen Field House.

It's a difficult enough task for amateur sport to promote themselves properly, without having the facilities to attract spectators.

Sponsorship from the private sector is always welcome, but hard to come by. The Edmonton Journal has done a super job of hosting the Edmonton Journal International Indoor Games, even though they've lost a lot of money doing it.

It would be nice to see Coca Cola underwrite the cost of a "Coca Cola World Championship Volleyball Tournament", or for Dome Petroleum to sponsor a similar event.

In order for amateur sport to get this kind of support, they're going to have to get off their butts, like swimming and diving have done, and sell their product.

The Provincial Government should also get off their butt and support a community of athletes and sports that promote the province of Alberta so well. Let's fact it, Steve Podborski and Graham Smith put their respective cities 'on the map'. In fact, every international athlete from Alberta has given world recognition to this province. And it's not every politician that can give that kind of positive attention and prestige to their province.

RECOMMENDATIONS FOR AMATEUR SPORT

1. With resources amateur sport has, more time and energy must be spent on public relations. Get to know your media, and work closely with them.

2. Use your 'elite' athletes more, in all aspects of public relations. This too will help prepare the athlete later on when the media demands his/her time (ie: after winning of a major international competition).

3. Since the Provincial Government doesn't acknowledge amateur sport a priority when it comes to funding, sport groups must go out on their own to cultivate funds from the private sector, and the alumni, where applicable. If you've done a good job of promoting your sport or an athlete, funds won't be as hard to come by.

4. Since there is no common information service that the sports can depend on, amateur sport must try harder to work more closely with all members of their association (example: high school, club and college swim programs), so that they can plan together, a program with a common end result of a higher level of excellence.

5. Keep putting pressure on the Provincial Government to establish a Ministry of Sport responsible for the development of amateur sport in Alberta.

RECOMMENDATIONS FOR THE PROVINCIAL GOVERNMENT

1. Sport Alberta should be replaced by a Ministry of Sport so that amateur sport has a direct head office to report to, and receive information from.

2. The Provincial Government should increase funding to all amateur sport groups. Since public relations is only one of many problem areas in sport, services may have to be provided instead of changing funding policies. Some examples where the Government could help are:
   -In subsidizing the operational costs of facilities used by amateur sport groups during training and/or competition.
   -In subsidizing the operational costs of Alberta's answer to 'Sports Illustrated', "Amateur Sport Report", a much needed magazine for amateur and handicapped sports in Alberta. This communique is the only one of it's kind in the province, and it;'s struggling to stay alive because of insufficient funds.
   -In changing the tax laws so that it becomes attractive, tax-wise for individual businesses to support or sponsor an athlete, team and/or competition.

3. The Provincial Government should subsidize the National Coaching Certification Program. Since it's inception, this program has helped greatly in the development of more knowledgeable coaches. But as a volunteer organization, amateur sport groups can't encourage athletes, coaches and officials to support the program unless there is something concrete waiting for them at the end. The Government must help reimburse participants for lost wages attending a clinic, transportation costs, board and room, and at the same time offer a paid position upon completion of the course.

4. The Provincial Government should assist more in fund-raising activities, and change the present provincial lottery's distribution system so that more money is channelled into amateur sport.

5. The Provincial Government should push for compulsory physical education in the schools, right up to Grade 12. Also, they should push for more time spent per day on physical activities in the elementary schools.

6. The Provincial Government should make available, free of charge, audio visual aids for the athlete and coach in a training or competitive environment.

7. The Provincial Government should subsidize the cost of producing promotional and technical films and written materials, to be used by amateur sport groups at coaching clinics, athletic banquets, and in schools.

8. The Provincial Government should subsidize the cost of producing a weekly one-half hour Alberta sports program on television, for the purpose of educating the public about all aspects of amateur sport in Alberta.

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2

A Proposed Sport Development Policy

Sport Issue Papers
Volume 2

Alberta
RECREATION AND PARKS

SPORT ISSUE PAPERS

TABLE OF CONTENTS

VOLUME 2 PAGE

THEME 3: SPORT PARTICIPANTS

VOLUNTEERS IN AMATEUR SPORT
Arlene Meldrum 447

YOUNG CHILDREN (AGES BIRTH - EIGHT) AT PLAY:
THE PRE-SPORT PERIOD
Dr. David J. Sande, Ph.D. 488

SEX EQUALITY IN SPORT
Dr. M. Ann Hall, Ph.D. 517

WOMEN AND SPORT
Wilma G. Winter 556

SPORT AND THE NATIVE POPULATION
Wilton Littlechild 585

SOME CONSIDERATIONS CONCERNING THE SPORT NEEDS OF SENIOR
CITIZENS AND DISABLED PERSONS AND THE GENERIC SPORT
DELIVERY SYSTEM
David G. Arsenault and Valerie W. Blakely 598

VOLUME 2 PAGE

THEME 4: SPORT IN OUR EDUCATION SYSTEMS

SPORT IN THE SCHOOLS: A SPORTS POSITION PAPER
Arnie M. Enger 645

SPORT AND THE SCHOOL SYSTEM
Lorne Wood 668

INTER-UNIVERSITY AND INTER-COLLEGIATE SPORT: ISSUES AND CONSIDERATIONS
Dr. Dennis M. Kadatz, Ph.D. 681

INTER-UNIVERSITY AND INTER-COLLEGIATE SPORT: ISSUES AND CONSIDERATIONS
Hugh S. D. Hoyles 697

THEME 5: SPORT IN OUR COMMUNITIES

SPORT AT THE LOCAL LEVEL: A PRIORITY IN URBAN ALBERTA
Barry K. Cooper 735

SPORT AT THE LOCAL LEVEL: A PRIORITY IN URBAN ALBERTA
Douglas B. Irwin 777

SPORT AT THE LOCAL LEVEL: A PRIORITY IN RURAL ALBERTA
Larry Beres 813

SPORT AT THE LOCAL LEVEL: A PRIORITY IN RURAL ALBERTA
Roy Blais 832

INTRODUCTION

This two volume set of reports constitutes thirty-one Sport Issue Papers that were submitted to Alberta Recreation and Parks in early 1981. The authors of these papers were selected because they represent the sport community and are considered as experts in their particular fields. These papers were an integral part of the Sport Policy Study that was being undertaken by the Department at that time and the papers covered a wide variety of sport related topics.

The papers have been grouped into five major themes in order to maintain consistency in subject categories. These themes are; philosophy and planning of sport which deals with broad issues related to the general sport participation system and general planning and policy framework development. Another theme is sport organization, administration and development. This theme deals with provincial sport organizations and administration issues and selected topics such as leadership, facilities, sport medicine and public relations.

The third theme concentrates on the sport participant with a special emphasis on volunteers, young children, women, native populations, seniors and disabled. The topics discussed focus on the special considerations for these participant groups in the areas of participation, programs, administration, facilities and leadership.

The fourth theme deals with sport in our education systems ranging from the grade school system to our colleges and universities. The fifth theme focusses on sport in our communities both in the urban and rural settings.

Every author was requested to focus on and identify major issues related to administration, organization, participation, leadershiip, facilities and policy development. In addition recommendations to resolve the identified issues were also requested.

Each paper was analyzed by the Sport Policy Planning Team and the authors were invited to a series of meetings to clarify and elaborate on their particular papers and recommendations. The Planning Team then used the issues and recommendations to identify policy areas and develop specific policy recommendations and initiatives for the final report.

The Department of Recreation and Parks wishes to formally thank the dedicated individuals and organizations that contributed papers to the Department. Their suggestions and recommendations provided some of the information that facilitated the completion of the Sport Policy Study.

VOLUNTEERS IN AMATEUR SPORT

ARLENE MELDRUM

This paper deals with the broad topic of volunteers in amateur sport and examines different levels of volunteer involvement. The paper also deals with the issues of volunteer recruitment and retention; the relationship between professionals and volunteers; and the problems associated with decreasing volunteers. The paper offers numerous recommendations to resolve these issues and also suggests the role that governments can play to increase volunteer involvement in sport.

INTRODUCTION

I must state clearly that my views are based on the premise that voluntary action is basic to our democratic society and that any great change in its quantity and quality has an impact on our type of society. When taken to an extreme to not volunteer in some way, at some time in your life, is not a personal decision, but a political one. I believe voluntary action and acceptance of individual responsibility to be fundamental to the free enterprise, democratic system to which I am committed.

Throughout my life I have been involved in a number of different volunteer activities which have brought me an ever increasing appreciation of the role of the volunteer in our society.(1)

My research for this paper consisted of interviewing other people (2) who, as volunteers have had a varied background in athletics, as well as locating a number of documents (2) dealing with the subject of volunteers. I found it gratifying that those interviewed either supported my views or provided additional points of which I was supportive.

I have chosen to take a broad look at volunteers in order to provide a thorough and realistic understanding of volunteers. It is from this base that I then approach the specific subject of the volunteer in amateur sport.

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(1) See Appendix #1, Autobiography.

DEFINITION

I must make it clear from the onset that I take great exception to the definition of sport as provided for this assignment. So often when we reinvent the wheel or try to improve on it we bring our own biases to the invention . . . often unconsciously. However, it is important to identify where we are coming from as it usually influences where we are going.

I prefer the definition of sport as it appears in any easily accessible dictionary such as Webster's School and Office Dictionary. (1961)

> N. diversion; jest; mirth; mockery; play; outdoor recreation, ... athletics and games of skill for which prizes are given ... v.i. to play or frolic ....

The definition of sport as provided is:

> a human activity (non motorized) involving physical exertion (large muscle groups) and skill (mental and physical). It takes place in a competitive environment according to a set of procedural rules. Individuals engaged in sport are motivated by a personal satisfaction associated with participation. Training or preparation is also included because in order to develop a skill a certain amount of practice is required.

It is the second sentence that troubles me most. If government is going to be interested only in competitive sport where does that put the great masses of people of all ages who are being encouraged by the federal level of government to become physically active to keep fit and have fun doing it? The whole Participaction program of the '70's' as well as the incentive programs that the Federal Government required national sports organization to develop during the '60's' stems from a non-competitive "everybody in the pool" philosophy.

I was under the impression that the government thrust was built on the pyramid philosphy -- provide the masses with opportunity to participate and from that comes your elite athlete. Surely in mass participation there is a place for both competitive and non-competitive involvement. It is the mass participation base from which the volunteer support and the spectators for the competitive programs can be drawn.

Government must clarify where it stands on the subject as its sport policy affects everything from the funding of athletes and sports organizations to building, and maintaining facilities and parks for the unorganized, recreational, participant who pursues a sport as a casual, leisuretime activity.

My interest and perspective is based on enthusiastic support for mass involvement for fun and recreation from which the enthusiast and the excellent will develop.

BACKGROUND AND HISTORICAL PERSPECTIVE

Voluntary activity by individuals stems from a need or a desire to assist others and in so doing reap some rewards or satisfaction for themselves.

Each society has its own system which enables its people to live together in a compatible manner. Generally, people band together in society to provide that which they cannot provide for themselves as individuals. The younger western societies have a system of voluntary commitment that has grown out of its pioneer rural beginnings to become an integral part of our democracy. It was necessary for survival, in the early days, to care and share . . . assisting one another in every aspect of living became a societal norm. Although we seldom examine the role of the volunteer, when we do, we find voluntary action supporting every aspect of our lives. We see volunteers forming the base of our political, religious, athletic, cultural and community organizations as well as supporting our educational and social service institutions . . . there is not a facet of our culture that is not enhanced by the voluntary contribution of our citizens.

Some people take note of the volunteer who does a poor job; never evaluating why, and classify all volunteers in the same category . . . unreliable and inept. We tend to reason that they were inefficient because they were volunteers and not because they were poorly placed in jobs they were untrained for or not given the kind of direction and support we would give an employee in the same job.

It is perversely human that we take for granted those volunteers who do a good job and because they enjoy their involvement they tend to keep a rather low profile. Most volunteers do not measure their volunteer activities in terms of hours given per week but rather in accomplishments achieved and in the self-satisfaction of seeing things get done. These people tend to put their own personal needs second to getting the job done and meeting the needs of others.

The benefit to our society is felt in many ways and whether expressed in economic or human terms the asset is immeasurable . . . we simply could not afford to replace the volunteers with paid personnel. With the loss of the volunteer would come a loss of a vitality, a human dynamic and initiative that would drastically alter our quality of life as we know it today. This voluntary activity is particularly strong in North America with it being exceptionally high in Alberta.

In this province hundreds of volunteers, for years, have run the sports programs, coached, raised money for facilities and in many instances have run the facilities. A great deal of the interest to do these things comes from parents wanting to provide opportunities for their children as well as individuals wanting the activities for their own participation and enjoyment.

As interests have broadened and facilities built we see increasing participation and excellence in every sport and an increase in the number of sports now being enjoyed. In Alberta, more people are participating as a recreation, we are seeing a surge in professional sports, as well as an increased opportunity to pursue and view excellence through local, national and international games for amateur athletes.

The changes, in quantity and quality, of participation, have had an impact on the amateur sport organizations and their volunteers, who are responsible for the promotion and regulation of these athletic activities. They have coped well with the demands of a changing society.

As society continues to change we must look to the recruitment and retention of volunteers, perhaps by employing new methods of support from the public, business and government.

The reasons that people remain involved are many but the underlying factor is that the experience is satisfying. When volunteers feel overworked, frustrated, and unappreciated, when their involvement ceases to meet their needs, they quit.

People who have not been involved on a long-term basis with any kind of volunteer activity cannot appreciate the place it has in our society nor the impact on the social, economic or political life of Canada if it were to change in any appreciable way.

CLASSIFICATION AND GROUPING OF VOLUNTEERS ACCORDING TO TYPE OF JOB, TIME COMMITMENT AND AREA OF INFLUENCE

Types of Jobs

Task Oriented . . . covers everything from stuffing envelopes to time-keeping at a sports event but tends to be of a limited time commitment with duties clearly outlined and good direction given.

Policy-Decision Making . . . covers positions of responsibility, usually elected executives of an organization. Requires organizational, planning and administrative skills. To be effective in these jobs people need to be committed for a period of time that enables them to set policy and make decisions that affect others.

Time Commitment

Short/Limited Term Commitments . . . related to task oriented activities that have a beginning and an end on a weekly or other specified time basis.

Long Term Commitments . . . less specific job/tasks, involving administrative/elected positions in various organizations. Minimum commitment for a year.

Areas of Influence

Social Service . . . activities in this area tend to be perceived as those directly helping others; generally, people who are in obvious need of help.

Community Service . . . activities in this area include sports, service clubs, cultural, educational and social activist groups. The people helped are not ill, destitute or in obvious need of help. There is some perception that those volunteers involved are there because there is some personal benefit . . . social status, my child will benefit or my house value will improve.

Specific Term/Task Oriented/Social Service Volunteer

These are highly predominant in the government's social service agencies and institutions where they are recruited to work in task oriented or one to one situations by and for the institution. These volunteers are generally interviewed, trained, oriented, placed, well-directed and well-supported by staff.

There has been a great deal of study of these volunteers, their needs have been well documented and well met. Any studies of volunteers and most training that has been done focuses on this type of volunteer. They work under the supervision and direction of professional staff and have little influence on policy or participation in the decision making process of the organization which they serve. They do not put pressures for change on either the institution, government or society. It is often this type of person, who is visualized, as the grandmother in the straw hat and flowered frock who helps at the hospital Thursday afternoon, by the public when the term volunteer is mentioned.

It is, also, this type of volunteer that was the base for study by the federal government in a report entitled "People In Action", 1977. The recommendations therein, if implemented would impact on all volunteers. It was acknowledged, when drawn to their attention, that their study was limited to only a certain type of volunteer and did not include volunteers in sports, service clubs or community organizations.

Long Term/Administrative Community Service Volunteer

These volunteers are people who see a job to be done, and they do it; they initiate and are creative. They do not work in organizations tied directly to government, nor do they work under professional direction. They are the decision makers and do influence their organization, government and society.

It is to be noted that very few studies have been made of the volunteer in sports with the result that their needs are not as clearly identified, and therefore, not as well met as are those volunteers in the social service activities.

As is the danger in any classification, there are overlaps, over-simplifications, and exceptions, but I think it will be useful to use the previous categorizations in an attempt to gain an overall understanding of the volunteer.

CURRENT STATE . . . ISSUES AND PROBLEMS

There are three issues that I have identified pertinent to volunteers in amateur sport . . . Volunteer recruitment and retention, Government's working relationship with those individuals and organizations who are trying to keep sports going and growing, and the role of sports in society.

Volunteer Recruitment and Retention

The group to be most concerned with are the sports administrators who have taken on the responsibilities of conducting the various sports programs and whose job it is to recruit the large number of volunteers to carry out the various tasks within the programs. The problem identified in all areas of volunteer involvement is the difficulty in finding people willing to take on long term policy making responsibilities.

Two major factors affecting the recruitment and retention of volunteers in sports are the changes in society and the existing structures and practices of sports organizations.

Changes in Society

Changing lifestyles . . . alterations in work patterns and the impact of technology has allowed a change in vacation patterns, increased use of TV as a means of entertainment, more time to pursue leisure activities, more mobility and an increased interest by adults to participate in activities themselves . . . for fitness and fun. All leaving less time, interest and energy available for people to volunteer.

Population density would appear to have a direct affect on volunteer activity. As centers become larger, the sense of community weakens as does the concept of self-help and helping your neighbour.

In recent years many people have come from a variety of cultural backgrounds to reside in Canada. There is a tendency for them to seek association with fellow countrymen through religious and ethnic organizations. An opportunity to participate in sports or as a community volunteer was not a part of their previous lifestyles. At the same time a great number of new residents wish to be able to enjoy the opportunities of their community and so those volunteers who are providing the activities have more work to do. It takes time for newcomers to learn to accept how things have been done here.

Increasing Excellence and the Professional Athlete

Through the media we are constantly aware of the increase in excellence of the individual athlete . . . 13 year olds are world champions, and champion athletes, both professional and amateur, have become our nation's heros. Youngsters now participate for a wider range of goals and purposes than was the case years ago and in many cases are involved because of parental pressure rather than for the fun of playing a game with the kids on the block.

As higher and higher skill levels are sought and attained, a higher degree of competence is required from the coaches and technicians. As parents see a possible future for their children in professional sports, they demand better instruction, opportunities and facilities for the youngsters. It is the volunteer sports administrators who are trying to meet this demand and it is increasing their workload.

Increase in Number of Professionals in the Sports Delivery Systems

As educational institutions offer an ever increasing number of specializations, we see increasing numbers of people with physical education and recreation administration certification. Such certification has become the criteria for government employment in certain positions. As sports organizations identify those certified as suitable to be their paid personnel, they will have an impact on the volunteer role within sport organizations.

Sometimes it is difficult for highly skilled, experienced volunteers who have effectively run programs, activities and organizations for years to now work with people, who, although they may have certain skills and training sometimes do not have the experience of the volunteer nor the ability to work with respect and in co-operation with the volunteer.

Societal Problems

Many societal changes have brought about an increase in the services wanted and needed by society. There seems to be an increasing number of directions to put our volunteer energies, whether it is in community activist roles, fighting a developer or answering the call of the increased social needs such as single-parent youngsters and battered women.

Economic Pressures

For a number of years, as more people have had more expendable dollars they have been able, not only to participate in a broader range of sports activities, for excellence or recreation, they have also been able to support, as spectators, an increasing number of professional sports. The inflation of the past few years has had an impact on people's free time as many people are holding down two jobs, and more women, and mothers are working. Those whose jobs pay well but demand a great amount of time may find it easier to contribute money than time. Priorities have changed as to where people want to put not only their leisure time but their expendable money on trips, extra cars, recreational vehicles, etc.

It costs time, energy, talent and often money to volunteer. It therefore reduces the possibility to do so for a large number of people either because of economic constraints or personal economic priorities.

There has been an increase in the cost of sports e.g., equipment, instruction, and use of facilities have increased for the recreationist and achiever alike. For those athletes of high calibre the continuing increased costs of travel, particularly for national and international training and competition, are putting stress on both the athlete and the sports volunteer. More time and energy must go into fund raising. New and various money raising schemes are sought, the public and business are solicited for support and application is made for government funding. For some volunteers it is what they like to do best, for others it is a necessary evil. For most, it is not the fun of working directly with the athletes or being involved in some project or sporting event. There is no doubt it increases the demand on the volunteers time and energy.

Private Enterprise

For a number of years, the olympic purist attitude disallowed the business sector from anything but a casual support of sports. As the interest and participation in sports grew and the purist attitude softened private enterprise expanded its involvement beyond being mainly providers of equipment and clothing and are now providing facilities and instruction as well.

As free enterprise increases its participation in the provision of sports, we see an increase in the partnership between business and volunteers. In many cases business is providing facilities and instruction for mass participation while volunteers are administering the sports through associated auxiliary clubs . . . (rollerskating, bowling, racquet games, hockey schools, gymnastics.)

Women In Sport

For years, with few exceptions, sports have been a male domain. However, as more girls and women participate in a broadening range of athletics, more women will provide the volunteer manpower to meet the increased demand.

Private Clubs

For years many citizens have chosen to band together, contribute time, talent and financing and provide for themselves a variety of sports facilities and opportunities notably, golf courses and multiple use family facilities. These facilities are built, run and maintained through the efforts of volunteers. Many of these volunteers run events that are open to a broad base of participants at tournament times.

The Reward of Volunteering

It is only proper that volunteers be given awards from time to time. This is frequently done by organizations and government and these are highlighted by the media for society to acknowledge. Plaques, certificates, letters, banquets and rings are all valid forms of formal thank-yous.

However, it is really because of the rewards of volunteering that people remain involved. I am referring to the day to day satisfactions gained from the experiences . . . the sociability, friends made, a job well done, the learning or the attainment of some position (such as the head of an organization or a high level of technical expertise.) Satisfaction comes not only in programs achieved and goals met but in working with people who understand and appear to appreciate the volunteer efforts and constraints. Volunteer activities often provide us with an opportunity to add a dimension to our lives that may be missing. We all need recognition, to be needed, to enjoy a feeling of success and self-worth. These needs are often met through our volunteer activities. The degree to which our individual needs are met directly affects our willingness to volunteer.

Volunteer Administrators and Existing Structures and Practices of Sports Organizations

The individual volunteers and the structure of the organizations themselves can be the very cause of the inability to attract more volunteers. Those in administrative positions do not realize that the way they perform can attract or deter others from participating. Generally, they are the managers of the organizations and must be the ones to address this problem. As with most people many tend to be task oriented and more involved in, and enjoy more, the task type responsibilities of the organization. Yet, they find themselves with the responsibility of leadership, policy making, planning and decision making . . . often without the skills to do these things smoothly and comfortably. How often have people argued well into the night about some rule or procedure, often causing hard feelings and sometimes not really meeting the needs of those they are suppose to be serving . . . the participants in the program?

Skills may be lacking more at the local level than at higher levels of administration as those most competent and experienced tend to be sought for provincial and national positions. Most individuals and groups tend to function on short term goals -- almost crisis or project type functioning which can be exhausting and draining on volunteer energies.

Because organizations neither set nor regularly evaluate group goals, and the individuals role and responsibility in meeting them, individuals within the group often struggle to function together while trying to control the excesses of some people's personal enthusiasms and the pursuit of personal goals -- causing stress and dissention within the group.

Organizations generally do not set time aside to train new volunteers, or to attend clinics, workshops or seminars, to expand, not only their abilities but their awareness of changing trends.

They do not examine their structure regularly to see how to re-organize to better perform their tasks. They proceed as though today and tomorrow will be the same as yesterday. They often overwork the volunteers they do have, and do not offer sufficient direction and support to new people, they demand a great deal without providing for the nurturing and rewarding of the people they have including themselves. The committed few expect everyone else to be willing to participate as they do. The excellence and commitment of some volunteers can intimidate others from participating. We must also realize that the image of the overworked, frustrated volunteer is not one to attract others to that activity.

Role of Government in Relation to the Sport Volunteer

If we examine the voluntary component in our society we see it exists as a recognizable entity just as business and labor.

Elected officials, in all levels of government, on many occasions, espouse recognition and support of the voluntary component in our society. It is, however, in the implementation of policy that this espoused support is not seen to be carried through.

It would do the government well to be aware that implementation of programs may, in fact, though requested by people and perceived to meet a need, have a negative impact on the perpetuation of the voluntary commitment by individuals when implemented without first studying its impact.*

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* The Federal N.I.P. program in Edmonton impacting on certain community leagues.

Make work programs for youth and unemployed impacting on community volunteers.

As the demands on the volunteer increase, government departments are looked to for more and more assistance. The most consistent concern expressed by volunteers, who have worked closely with governments in sports, is the apparent lack of respect for the volunteers experience, knowledge, opinions and time constraints. Government implements programs that impact on the volunteer without on-going consultation with the very people who will have to either implement the program or be affected by them. This frustrates the volunteer as it appears their opinions and years of experience are thought of and treated as though they are of little value.

Because volunteer sports administrators tend to be a dynamic type of person, who is used to getting the job done, it is frustrating to deal with regulations, forms and the time lapse required in many procedures.

It would appear that volunteers are expected to be able to perform as though the person had the same time as the government employee.

The uniqueness of Alberta's labor market and boom situation has resulted in staff turnovers of a frequency that, when coupled with turnovers in volunteer personnel, makes communication and co-operation more stressful than if a consistency in personnel could be maintained.

Over the past 10 years attitudes have changed . . . people expect government to care for us from cradle to grave . . . to be the big brother. Because elected officials feel they should do what the people ask they have responded to requests to do more and more. Governments are pushed to be doers rather than enablers.

Citizens are now saying we have too much government and are less content to be governed and more interested in having a say in the decisions that affect them. For governments to change to meet these various attitudinal changes is difficult. How do you keep a balance between doing all that is asked of government and still allow for large volunteer participation?

The Role of Sport in Society

Over the years we have seen a change in the very nature of sport itself. The philosophy of a healthy mind in a healthy body . . . of sport as a game, . . . as a means of becoming "a well-rounded person" or simply to see how proficient we could become just for the satisfaction of it, -- has been distorted, as sports have become the vehicle to meet a number of other goals. As the pursuit of excellence, money, personal and national glory has been given increasing importance in our society we have seen a decline in good sportsmanship in some sports; an increase in violence in others, and a win at all costs in still others. We must be careful and aware that as sport changes in our society and attains a higher profile, we must question what purposes, what values, and what ends are being achieved.

As a broad range of social needs are brought to our attention, it becomes a battle of values as to where the volunteer energies and the tax dollar go in meeting the needs of society . . . to the unfortunate who have very obvious needs or to the healthy members of our community to excel at being best at hitting a ball? Due to many factors sports are not available to many because of cost and because, as youngsters, they did not have the opportunity to learn . . . . Where are the programs that allow a teenager to start to participate? Sports are not meeting the social/human needs of a great number of people.

Should we be using sports to nurture for excellence . . . to provide healthy activity for young people as an interesting alternative to drugs and delinquency? . . . to meet social and recreational needs for people of all ages? . . . to form a basis for a physically fit nation? Can it do it all? Shouldn't it do it all?

MAJOR ACTORS AND ROLES

I have identified seven actors within the sports network . . . participants, non-participants, technicians, administrators, sports organizations, private sector, and government.

Participants . . . people of all ages, enjoying athletics in a number of ways to meet a number of personal goals. They are the beneficiary of the efforts of others. Their interests and aspirations put demands on the sports organizations to fulfill, often without realizing that it is largely volunteers who are meeting their needs.

Non-participants . . . people of all ages who are the potential market from which to locate future athletes, keep fit enthusiasts, volunteer administrators and sport technicians.

Technicians . . . adults . . . volunteer or paid, whose responsibilities are to coach, judge or perform specific technical tasks. As we continually reach for greater excellence, the need for a higher level of coaching and technical expertise will be required. Due to the time, training and performance required there is a greater tendency for them to become professionals. However, it is the basic level of training that is the basis of future excellence and continuing participation. It is very important for those working with youngsters to be able to provide and develop good techniques and attitudes regardless of whether the sport is used for recreation or excellence. This basic level of participation is serviced largely by the volunteer. It is the tendency of the volunteer to balk at giving more time to increase their skills before they act as volunteers.

Administrators . . . adults . . . mostly volunteer, with some levels and some sports being assisted by a limited number of paid personnel. Volunteers as board members make the policies, decisions, and rules and set the procedures to run the sport as well as raise the money.

Because volunteers often take on more than they are either skilled for or have time to do they become overworked and frustrated. They do not see the need and are not willing to take still more time to learn "how-to's" to make their efforts more effective or efficient. Often, because people find personal needs being met, they stay in positions too long and are not able or willing to give way to changing trends or to other people's ideas and feel threatened when new people offer fresh ideas. There is no perceived need to set up procedures for ongoing recruitment, rewarding and retaining of volunteers within the organizations.

As costs escalate and organizations see more money as a solution to all their problems, volunteers tend to function as fund raisers rather than administrators. It is questionable as to where the volunteer's efforts are most appropriate. Instead of recruiting more people into the organization to carry out these specific added functions, those involved tend to add the jobs onto the ones they are already doing and, of course, become burnt out.

Because volunteers have chosen to be involved, their personal commitment and sense of loyalty will carry them through the most difficult of circumstances to see a job completed. The acceptance and successful completion of the challenge brings out a dedication and contribution of time, talent and energy that dollars alone could not possibly buy. The sincerity of purpose spurns many volunteers to contribute without counting the costs to themselves or their families. It is succeeding in these challenges that the satisfaction comes to the individual volunteer.

Paid Administrators . . . The paid administrator is responsible for implementing the decisions and in supporting the efforts of the volunteers. As overworked volunteers look for the solutions to their problems they tend to see the hiring of paid staff . . . usually in the position of executive directors . . . as an answer to a number of problems. With the hiring of such a person comes the perceived need of an office and of support staff . . . all of which must be paid for. There is the danger that, someone who can give their full time to the organization can, in fact, greatly influence the decision of the volunteers and in the worst of circumstances actually becomes the organization's policy maker. Volunteers who give extensively of their time often have unrealistic expectations of an individual just because they are paid. Once you pay an individual for doing a job it is unlikely to expect volunteers to take on those jobs should they be terminated as a paid situation. Sometimes resentment builds . . . if that person gets paid for that why can't I get paid for what I do?

Depending upon the real needs of a large organization; the personality of the paid staff and their ability to work respectfully with volunteers; the skill of the volunteer organization to properly define the job and effectively continue their policy making responsibilities; the executive director or other paid positions can be ones that are truly supportive and, in real terms, make the volunteer's efforts more effective.

Sports Organizations . . . are made up of volunteers who administer the sports programs at the local, regional, provincial and national levels. As participation moves away from the recreational base at the local level to the pursuit of excellence through national and international events, the tendency is to become involved in meeting the needs of the few rather than the many.

Private Sector . . . business, either as an entity or as individuals, has not been encouraged to take as active a role as possible. The purist aspect of amateur sports, the aspect that commercialism in any form is somehow "dirty"; as well as a lack of credit to those who have contributed, has led to a miminum amount of involvement by the private sector. For example, the local hardware store manager, who is expected to donate paint for the local rink boards, but is considered unreasonable if he expects the neighbors to buy their supplies from him instead of driving across town to get them a little cheaper. The life insurance salesman who donates his time as a hockey coach is suspect that he is really only looking for contacts. If the continuing demand from the amateur sports community is to be answered, business must perceive direct benefit. Because of sufficient return there is a large amount of money put into support of professional sport. The involvement of the private sector has only begun. If given more incentive and recognition, it can continue to provide a broad base of support for sports volunteers and participants alike. Their expertise and efficiency can be utilized, whether it is in the building and maintaining of facilities, the implementing of programs or the sponsoring of courses in administrative/management skills their involvement would be an asset.

Government . . . has become more intensely involved in all aspects of sports . . . providing facilities for amateur and professional sports, funding individual athletes and sports organizations. Increased involvement through dispersal of tax money has led to increased control. The tendency to be doer rather than an enabler, to control rather than regulate, slowly but surely destroys individual responsibility and kills the desire and the creativity to do things for themselves. Extensive and inappropriate government involvement can be a deterent to voluntary action, and participation from the private sector.

Government can play a positive role by facilitating the maximum participation by both the volunteer and the private sector to the benefit of the sports volunteer, the athlete and society.

FUTURE TRENDS

As we all will be affected by a changing society, it is well to review those trends as to their predicted impact on the volunteer in amateur sport.

We expect to see continuing growth of the single parent family, fewer children, couples becoming parents later in life than has been the custom, and a larger proportion of seniors.

The impact on the volunteer community could result in volunteers in sports being available from different age groups than at present . . . seniors, young adults and childless couples. There could be an increased involvement by people with more varied ethnic backgrounds than at present.

As the population of Alberta mushrooms, largely by people migrating from other parts of Canada as well as a share of those immigrating from other countries the increase in population is expected to be concentrated in urban centers.

This increased population will, for ecnomic reasons, tend to be largely housed in high density situations. How well human needs are recognized in the planning of our urban areas will determine to a great deal the negative social impacts of these changes. If planning for growth does not accommodate human and social needs the social impact will only aggravate the negative consequences rather than minimize them. The existing social problems of increasing violence and drug-related crimes and juvenile delinquency could increase and add to the social demands such as more day care and other social services.

As economic pressures increase . . . inflation, soaring energy costs, unemployment . . . individuals will have less expendable money for non-basic pursuits of a costly nature. Would you rather eat or ski?

There will be a mounting conflict between demanding government to do more and the demand to lower taxes and have less government. More citizens want to have more and more say in the decisions that affect them.

The rapid changes in our society, whether economic or technical, will have an impact on us and affect us as a society. As these changes impact to alter the nature of our society, we will be forced to assess our own values and reassess and re-establish our own personal goals and priorities. This will affect both how we, as individuals, participate as volunteers and the manner in which we use sports to meet our personal and societal goals.

ISSUE RESOLUTIONS

Volunteer Training

I propose volunteer training as a major solution to the problem of volunteer recruitment. The list of subjects contained in addenda #3 will help to understand this proposal.

Our educational system does not provide us with the two most imporant skills for success in organizational management. They are administrative task skills and the interpersonal-group dynamic skills. It is assumed that when we take on group responsibilities in our adult life, somehow we know how to do them. Those who have not learned them from some other activity or have the ability to learn by doing often do not even dare to be involved, others stumble through, sometimes causing themselves and the group difficulty.

When I talk of volunteer training, I am not referring to intimidating certification programs but rather to a variety of opportunities and material to gain the necessary knowledge. Furthermore, the material must be basic, simple, concise, and easily understood. The three most suitable methods are through workshops, . . . where one is taught:

Learn by example . . . by participating in groups which do run things well,

Do-it-yourself . . . where an individual seeks out the necessary information from written material or direct help from someone else.

These opportunities can be made available through all existing resources . . . resource people, both volunteer and professional, business, the sports organizations themselves and government; either independently from one another or in partnership efforts, so as not to provide a duplication of services.

I would like to indicate my recognition of the enabling role the department has played to date in meeting the need for training of volunteers through the provision of information materials and the sponsoring of workshops and seminars for this purpose at no cost to the participant. Their co-operative manner of working with the Center for the Study of Physical Education and Sports Administration to provide further manuals and resource people is encouraging.

Government Relationship With Volunteers

Government personnel should examine their working relationship with volunteers in sports. So often, "the professional", sees himself as the expert and because of position or training acts as though he was the legitimate controller and the volunteer, regardless of personal competency, is made to feel less than knowledgeable. The tendency to control is inherent in us all, whether as individuals or groups, however, we must always ask when making decisions that affect others -- why? and who benefits? Are we controlling for the sheer power of it? or for the real benefit of those we profess to serve? This tendency to control becomes critical in the interface between government and sports organizers as well as between volunteer administrators and the participants.

Implementation procedures of government regulations do not allow for use of discretion by employees. If justice and fairness is the goal, I would suggest that equality is not achieved by treating everyone the same . . . even though that is what people see as equality.

Government should conduct itself as a facilitator and an enabler rather than a controller and a doer. To do so would maximize the involvement and contribution of the individual volunteer, the sports organization and the private sector.

It is in the working relationship between government personnel and individuals, and implementation of procedures where there needs to be an examination of effective methods of partnership.

Volunteer Constraints . . . it appears that the time given for volunteers to meet certain government requests is totally unrealistic. That the skill and time to fill out forms is frustrating. Forms should be as simple as possible and, when possible, an effort made to inform, as to the value of the form, in the whole process, so the exercise can have validity for those involved. Sometimes, the effort is felt to be greater than the benefit received from the request.

Fairness . . . it is seen as unfair for government to expect organizations to plan for five year periods if they do not see corresponding planning by government.

Impacts of Changes or New Programs . . . volunteers and government personnel should work together in an on-going manner to develop new programs and determine changes in existing ones. The impact of change or new programs must be examined as well as the impact on the volunteer community. Those affected should be involved in the decisions that affect them. The concern is not as much with the decisions as to how they were reached.

Rewards . . . volunteers are experienced and capable and their expertise should be regarded as a valuable resource. We should utilize their energies in a positive manner and not waste their energies or their creativity in finding ways around the red-tape of involved procedures.

To be involved in a productive partnership with government personnel would be a rewarding experience and would do much to enhance volunteer participation.

Role of Sports in Society . . . How we as individuals choose to use sport in the future will determine its role in society. It would be advantageous if those responsible for sports could, from time to time, at all levels of participation, have an opportunity to explore the needs of society and how sports can be used to meet those needs. Sports organizations and the Alberta Department of Recreation and Parks, together, could develop suitable opportunities to do so.

IMPLICATIONS OF ISSUE RESOLUTIONS MAY HAVE UPON THE SPORTS DELIVERY SYSTEM

Implications of Volunteer Training

If sport organizations support the concept of volunteer training, they will need to assist in identification of administrative weaknesses and what methods of learning they would prefer. The organizations will have to allow for volunteer training in the routine of their organizations and will have to clarify to their volunteers the opportunities and the benefit to the individual volunteer.

It would be hoped that as certain skills, and procedures become established in the everyday pattern of the organization more volunteers will have good examples from which to learn and the need for "formalized" methods would be minimal. As basic jobs are more easily performed, more energy and interest can be given to resolution of broader issues.

The initial difficulty with the concept of volunteer training for sports administrators is to package and sell the idea that is it needed. True, it is not needed everywhere by everyone, but should be available when and where required in a manner acceptable to the volunteer and compatible with their constraints.

It would be hoped that all the resources of society can be brought into partnership to provide these opportunities.

Government Relationship With Volunteers

To improve the working relationship of department personnel with volunteers it may be necessary to provide opportunities for staff to learn from volunteers, their needs and constraints and how procedures and regulations impact on the volunteer. Together they could work out a process to examine and hopefully to understand the constraints on the other. Any method should require volunteers and department personnel to provide proposed solutions and not be a vehicle for individuals to present personal complaints or to defend past action and procedures.

The Department should establish an outreach procedure to ensure continuing contact with volunteers at the local level so as to provide a balance to their more routine contact with "professional" administrators and high level sports representatives who may, quite realistically, be presenting only a certain restricted view of certain aspects of the sports delivery process.

The result of a process that involves working together could surely eliminate the tendency to think of government in a "we-they" context. Where government finds itself as a third party to certain decision or involvements, it might be asked if the end might not be better served if they facilitated action between the two groups with the result of being less directly involved.

RECOMMENDATIONS

1. Establish goals and objectives, review and assess regularly and vocalize them clearly to their public to ensure public awareness of their role in sports delivery.

2. Reiterate its commitment to the voluntary component in society and pledge to actively support the philosophy by the manner in which it implements its programs, so as to facilitate the volunteer involvement.

3. Establish itself in the role of an enabler . . . providing support and resources for people to make themselves more capable of providing for themselves.

4. Whenever a program is introduced, changed or when a group requests change or new programs or more money, check out the long term impact on the volunteer community.

5. Develop ways of having those affected by government decision, to have ongoing and meaningful input into the process to make those decisions so that the experience of the volunteer can be used to benefit the sports participant.

6. Assist sports organizations by facilitating the training of sports volunteers in a broad range of administrative and interpersonal skills and to use a variety of resources methods to do this so that volunteers can better meet the needs of amateur sports and the volunteers that run them.

7. Request educational institutions to provide thorough training in volunteer management and relationships to those in appropriate programs.

8. Encourage a partnership between sports organizations, private enterprise and government for the purpose of support and promotion of amateur sport in Alberta.

9. Department of Recreation and Parks retains the method of issue paper as an ongoing means of citizen input.

10. Encourage more public awareness of the volunteer's contribution to amateur sport.

FUTURE RESEARCH

That a survey be done of volunteers within the sports delivery systems to determine how they see themselves, what they perceive as problems and solutions, what needs they have as volunteers, what training they need/want, what roles they can play in the sports system, what they as officers do to recruit, train, reward the volunteers in their organizations, what paid staff they have in their organizations and some checks of their awareness as to the affect of change on their organization if they hire more people, as well as some awareness checks of future trends.

Survey the volunteers at the local level extensively and directly; not through the Recreation Boards and government employees.

SUMMARY

Volunteers are an integral part of our western culture. If their involvement changes greatly, either in quantity or quality, we would see a severe change in the type of society we would have.

In examining their role in amateur sports the main concerns expressed by volunteers are volunteer recruitment, particularly for the long term decision making responsibilities, and how government can more ably assist their efforts. The role of sports will change and grow as a rapidly changing society affects our needs, and forces us to reassess our values and review our personal goals and priorities.

To allow sports to serve a broad range of needs we must utilize all our resources as effectively as possible to provide the broadest participation in sports . . . mass involvement as well as the pursuit of excellence . . . to meet the broadest number of personal and societal goals.

Volunteer recruitment is affected by a wide range of changes in society and the manner in which organizations function. I see volunteer training, in a variety of ways, as a means to assist volunteers to function more effectively and therefore enjoy their volunteer activities more fully.

The frustration felt by some volunteers in working through government procedures and attitudes could be overcome by government seeing itself more fully as an enabler rather than a doer and a controller. If something is deemed desirable to occur, then it should be made easy to occur . . . not to uphill battle against red tape.

It will be necessary for government to examine its procedures with the sports volunteers either, as a part of a workshop format or in continuing consultation, together develop more co-operative functioning.

Sports organizations and government should together with the private sector see what further role business can play in the provision of amateur sports to the public and the individual athlete.

It is my personal belief that each level of government should only do that which cannot be done by the next lower level of government and should not do that which can be done by the citizens, either through private enterprise or volunteer activity.

This is a difficult position to take when so many in society are demanding more and more of government. My biggest concern is that in carrying out our volunteer responsibilities and in seeking help we may change our society, by pushing government to do more and more, into something we do not want, without realizing what we are doing and not realizing that we have lost much of what we treasured most. What concerns me most is this lack of awareness (as individuals, as organizations and as a society), of the implications of our actions and demands.

The solution, to me, is to all work together to explore and find the most appropriate role for each of us to play . . . the individual volunteer, the sports organizations, business and government; given the constraints at any given time.

APPENDIX #1

My own involvement as a volunteer has been part of a lifestyle set by my mother who was an active community worker. She set the pattern for me to be a caring, sharing member of society and set a lifestyle from which I have reaped the rewards of friendships, learning, personal growth and accomplishment.

My volunteer roles grew out of my involvement as a paid instructor in the E.F.C.L.* figure skating program. I began in 1952, and as the program grew, I found myself spending more hours off the ice as a volunteer in the development and administration of the program than as a paid instructor on the ice. In my role of volunteer administrator during the next few years I filled almost every position on the committee as well as in the A.R.S.A.**

Through the experience of learning by doing, some of us saw the need to develop workshops, clinics and written texts, to train others both as instructors and as volunteer administrators. During those years these needs were not being met by any other organization anywhere. I developed a basic skating skill program arising from the need of hockey players to learn how to skate, which has been in operation as an A.R.S.A. power skating program since the late '60's.

I have also worked with a few others developing information and conducting training programs and workshops for skating coaches and club administrators in Edmonton and rural Alberta.

As the E.F.C.L. figure skating chairman, I sat on the E.F.C.L. Board of Directors and as my interest in skating diminished, and my interest in the community grew I gave up teaching and became the E.F.C.L. President, a volunteer position, 1974 - 1976.

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* Edmonton Federation of Community Leagues

** Alberta Recreational Skating Association.

APPENDIX #1 Cont'd

During this period, I met regularly with a group to discuss the philosophy of voluntarism and to examine the role, needs and future of volunteers. Insight into citizen participation of another kind was gained from membership on a Mayor's committee responsible for citizen participation in the decision making process.

My experience through these activities has led me to belive that there is a great need for volunteer training. For the past 2 1/2 years I have been working on short term contracts with the E.F.C.L. to first, identify needs of volunteers in community league administrative positions, and identify resources to meet these needs, and second, develop written material and present workshops.

APPENDIX #2

I interviewed the following people, whom I would like to thank for their time, interest, ideas, and opinions.

Dr. Peter Apedaile . . . E.F.C.L. President, 1976 - 1977.

Mrs. Maryetta Harper . . . Director of Commonwealth Games and Division Chairman of Services, including responsibility for volunteer and educational programs; Deputy Provincial Girl Guide Commissioner; Four times member of Alberta Jr. Ladies Golf Team; Chairman of Jr. Golf Development, 1960's; Tournament Chairman National Senior Ladies Golf Tournament Edmonton, 1970; Coordinator of Nancy Greene Ski Program, Devon, 1980 -81; President, Edmonton Olympic Track and Field Club.

Mrs. Doreen Ryan . . . World Level Speedskater, Olympics, 1960 - 64; Track and Field National Championship participant; Manager of Canadian Teams to International Competition; Volunteer Executive/Trainer of swimming at the local level; Official/volunteer track and field, local level; Commonwealth Games Board of Directors Member; Board of Directors of University Games, 1981.

Mrs. Gwen Smith . . . Famous mother of "Swimming Smiths"; Presently Secretary of Sport Alberta; Active Volunteer at both provincial and national level of the Canadian Swimming Association.

Mr. Dick White . . . President of Sport Alberta; Treasurer of Alberta Badminton Assoc., many years; Volunteer in hockey program at the local level for many years.

Mr. Don Williams . . . President of E.F.C.L., 1980 - ; International Boxing Judge; Vice-President, Canadian Amateur Boxing Association 1973 and 1980; Commonwealth Games Boxing Committee, 1978; President, Alberta Amateur Boxing Association, 1980 - ; Chairman of Alberta Winter Games, 1969.

APPENDIX #2 Cont'd

Recommended further reading, references, on the subject of volunteers.

1. Characteristics of Volunteer Administrators, Trevor Slack, 1979.

2. People in Action, Report of the National Advisory Council on Voluntary Action to the Government of Canada, 1977.

3. The Volunteer in Amateur Sport, R. D. Bratton.

4. The Volunteer in our Society, The Royal Bank of Canada Monthly Letter, Vol. 57, #6, June, 1976.

5. There is an extensive library at the Volunteer Action Center, Edmonton, containing considerable material on the subject of volunteers.

APPENDIX #3

Changing Social and Economic Conditions in Alberta

The overall population of Alberta will increase by some seventy percent, reaching roughly 3.5 million by the end of the century. Much of this growth will be related to high rates of migration into Alberta. Over the next twenty years Alberta is expected to receive close to one-half million people from other provinces and about 250,000 from outside of Canada. Given current immigration patterns, there will be more people from Asia, Africa and the Carribean moving to the province.

The population is gradually aging. We will witness a decline in the proportion of the population under 25 and a significant increase in the 30-49 age group. However, Alberta will have a relatively young population in comparison to the rest of Canada, partly due to a projected mini baby boom beginning in the mid 1980's and peaking the 1991-1996 period.

Changes are occurring in the structure, and size of families. We will see smaller families and more households without children. Alberta's divorce rate, now the highest in Canada, is rising dramatically, contributing to the growth of single parent families. A high rate of re-marriage, the current trend toward delaying parenthood, and the changing role of women are creating new kinds of family and social relationships.

The shift towards urbanization will continue with Edmonton and Calgary remaining as high growth centres. By the year 2000, nearly 70 percent of Alberta's population will live in or close to these two cities. The rate of increase will be greatest in small urban centres (10,000 - 50,000), fringe or satellite developments and resource towns. Within urban areas, high density living is on the increase.

The overall educational attainment level for Albertans will be higher during the next decades. However, fluctuation in enrollment patterns will be evident. The current decline in elementary enrollments will turn around in the early 1980's, with dramatic increases projected for the 1990's.

A similar pattern for secondary enrollment will begin after 1986. Although post secondary enrollments from traditional age groups (18-24) will decline, overall figures will not, due to increased participation by females and older age groups. More specifically part-time post-secondary enrollments will increase, reaching 30 percent of total enrollment by 1986.

The steady economic growth experienced over the past decade is expected to be maintained at least until the mid 1990's. The strong economy will contribute to increased participation in the labour force, keeping unemployment rates among the lowest in Canada. Females will increasingly be active in the work force, with two income families becoming norm. Personal incomes of Albertans, which have tripled over the past twenty years, will continue to increase. However, rising costs of living will likely limit parallel increases in personal disposable incomes.

Much of the rise in living costs will continue to be caused by increasing costs related to energy. Projections indicate that energy prices will continue to escalate and supplies of cheap energy will be limited. These trends will have serious, far-reaching implications for both individuals and institutions.

All levels of Government are projected to expand, especially in the areas of social service and economic control and intervention. At the same time, the public will demand more accountability from governments and greater involvement in decision-making.

Technological change will continue to influence the lifestyles of Albertans. For example, advances in communications, altering the way we work, will foster widespread use of personal computer systems. Improvements in medical technology are expected to produce *better health care*, or *healthier population* and *increased longevity*.

Rapid growth and change will intensify already *increasing social problems*. Alarming increases are occurring in violent and drug-related crimes. Juvenile crime in particular has increased, especially among females.

Suicide rates are steadily growing along with alcohol abuse and alcoholism. Despite the economic upswing, *poverty will remain a reality for certain groups*.

The same growth and change will help generate *more discretionary time* on a daily, weekly and yearly basis. Shorter work days and weeks, longer vacations, more time in school and earlier retirement all contribute to this trend. We will also have and demand *more flexible time*. Such things as flex-time, compressed work weeks, job swapping, floating holidays, and sabbaticals are becoming more common.

How Albertans use this increased discretionary time will be determined, in part, by their values. Projected *shifts in social values* include more emphasis on individualism, self-fulfillment and quality of life. Values associated with competition and materialism seem to be declining. The current trend to greater concern for personal health, fitness and well-being will continue. In addition, perceptions and values related to communities are changing toward *less interest in geographic communities* (i.e. neighborhoods) and *more commitment to "communities of interest"* (i.e. social clubs, singles groups, sports clubs etc.)

* * *

These and other trends have implications for future lifestyles of Albertans, including the sport component of lifestyle. In turn, it is logical to expect some changes in the delivery and organization of sport. Although each trend identified could independently have impact on sport and sport delivery, the greater, perhaps more powerful, influences result from the combined effect of these factors. For example, it will be important to consider the child from a single parent family in urban, high density Alberta; the healthy senior on a fixed income in boom-town rural Alberta; the well-educated, middle-aged, never-married female with six weeks annual vacation and no interest in neighborhood Alberta, and so on.

We currently live in a complex society which will continue growing and changing at an unprecedented pace. The possible options are as varied as the factors affecting them. It is no simple task to study and interpret trends and projections. It is, nonetheless, a critical and necessary step in the planning of future policy that may, in turn, influence the future.

* * *

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APPENDIX #4

Proposed Subjects for Volunteer Training

How to Set Goals and Objectives. This process allows for an opportunity to assess future trends and the impact on the activities provided by the organization. Groups must plan ahead, not only to determine future projects but to assess needed resources; both human and financial. When a suitable amount of time is allowed, this process also allows an opportunity to explore new ways to utilize resources. Evaluation, a part of this process, can quickly provide for determination of the value of continuing or changing existing practises or programs.

Problem Solving. To learn to use various ways of identifying what the problem really is and to examine a number of solutions. We often think we have the solution before we have properly identified the real problem.

Administrative Skills. Meetings, management, parliamentary procedures, chairmanship, how and why to delegate, financial responsibilities, bookkeeping, publicity, how to develop job descriptions, help us to perform our tasks more effectively.

Interpersonal Skills. Communication, group dynamics, motivation, volunteer management, help us to function more effectively with one another and as individuals within the group.

YOUNG CHILDREN (AGES BIRTH - EIGHT) AT PLAY: THE PRE-SPORT PERIOD

DAVID J. SANDE, Ph.D.

This paper discusses the sport related needs of children from birth to eight years of age in relation to the broad topic of play and the implications childrens needs may have upon sport programs. The paper examines the need to concentrate on cooperation and not competition in childrens sports and the implications such a philosophy may have upon facilities, equipment and program needs. The paper also presents issues related to young children and sport and suggests alternatives and recommendations to resolve the issues.

OVERVIEW OF THE ISSUE PAPER

This paper will address the issue of young children in sport. Young children have been identified as a "Special Group" within the guidelines of the information package on the sports policy study and the sports issue papers. For the purposes of this paper young children will be identified as children, ages birth to eight years of age. This paper will concentrate upon the needs of children from birth to eight years of age for play and the implications of their needs upon Sports Programs in Alberta. Many issues and considerations impinge upon this area of study. This paper will focus upon eight major concerns which will each form a part of this report:

1 HISTORY, PHILOSOPHY AND PURPOSE
2 CHILDREN, PLAY AND SPORT
3 EXISTING PROGRAMS
4 FUTURE TRENDS
5 CONCERNS, PROBLEMS AND ISSUES
6 ALTERNATIVES AND IMPLICATIONS
7 RECOMMENDATIONS TO THE GOVERNMENT OF ALBERTA
8 SUGGESTIONS FOR FURTHER RESEARCH

"Young Children (Ages Birth to Eight) at Play - the Pre-Sport Period" is influenced by and must influence sports policy in Alberta.

1. HISTORY, PHILOSOPHY AND PURPOSE

Play is a very natural experience of man - one which may be evidenced by the earliest explorations observed in young infants as they appear to explore themselves - reaching for objects - discarding them and trying to once again collect them or, it may be evidenced by the senior citizen, alone in a recreation room, exploring the effects of creating spin on a cue ball while "playing" at billiards. Sport may be an offshoot as the child grows and matures and shapes his initial collecting, retaining and projecting skills into a backyard 1 vs 1 "soccer game" between five year olds or the senior citizen enters a billiard tournament at his local centre and while involved in a match tries to better manipulate the cue ball by applying controlled spin.

The roots of children's sport in Alberta are as old as native contests, long before colonization, among children, within a family or among band groups. These activities changed, were modified, some were lost, and others remained to be absorbed by or changed by the activities of settlers and imigrants which will continue even as it does today.

Presently we note many more formalized structures designed to provide facilities, equipment, guidelines and supervision of the play and sport of the young child. A very somber note to all of this is the sweeping generalization made by Albinson (1973) suggesting that 90% of the children involved in activity receive little benefit. The National Participation Program has had its infulence upon children and adults and current surveys of participation show a general increased level of participation among our populace while within sport we may note migrations from one activity to another as interest rises or falls. Magill (1978) notes a growth in the variety of sports for young children and a similar increase in the number of agencies involved from private clubs, public recreation programs, youth organizations to extended community programs.

Along with the reported increase in the number of facilities, programs and agencies involved, we note a parallel increase in the number of adults involved in children's programs. It must also be reported that although the play opportunities of boys and girls are reasonably equal - when sport programs are examined there appears to be a disproportionate number of opportunities provided boys that do not exist for girls. Children have the basic need for adequate space, facilities, equipment, time and supervision to play. Through play the child comes to know himself and his world.

A recent discussion paper prepared by the Government of Canada in 1979 and titled "Toward a National Policy on Fitness and Recreation" identifies recreation as a very personal matter where enjoyment is the basic ingredient and the value of physical or mental well-being rests with the individual. Play and sport may both be recreation - they are neither inherently good or evil, but rather are what the individual and society may see them to be. All would, however, agree that the outcome of play or sport for the child is far more important than the outcome of a game.

Generally, writers (Magill, 1978, Orlick and Botterill, 1975 and Sande, 1980) agree that the sport of young children must remain play-like and that this can best occur if:

a. skills are simplified
b. playing time is reduced
c. playing spaces are appropriately scaled
d. play equipment is designed for children
e. sport is designed to assure success
f. characteristics of growth and development are considered
g. fund is a high priority
h. substantial practice and skill development occurs before even low level competition.

McPherson and Davidson, 1980 say organized sport (games) must be returned to children - but Orlick and Botterhill (1975) believe that if the points listed previously are accounted for, then the age a child begins to play organized sport need not be a major concern.

The "Sport in Alberta Report" published in 1980 by the Government of Alberta and titled "Let's Work Together" states, "every Albertan should have the right to particpate in the sport activity of their choice". Further, it is suggested that within each sport the needs of each participant ought to be identified and satisfied. The needs of the pre-sport child are primarily those of play opportunities rather than sport participation. Sport organizations must recognize this fact and seek to encourage and provide for it rather than seek a premature entry of children into sport.

As industrialization increases in Alberta, as urban sprawl extends and natural play spaces become less accessible to children, an increased effort to develop appropriate facilities, parks and play spaces for society must be made to combat the consequences of a confined lifestyle. Although these public and private places must be supervised, adults must resist the temptation to over-organize the child's activities and rather they must emphasize safe enjoyable play - free of force, compulsion, punishment and threat where as the Opies, (1967), write, the child can create a situation he tries to control but over which he does not know the outcome.

The recent (March, 1980) report on Education in Ontario, chaired by York University Laurier Lapierre reported the entrance of children into formal school should be restablished at eight years of age - to provide children more time to play, to come to know themselves and to develop a variety of physical and social skills prior to study. Such positions have great implications to the entire social fabric. (Edmonton Journal, March 6, 1981).

To conclude this section by referring again to children in play and sport it is appropriate to cite Rainer Mortens, 1978, Bill of Rights for Young Athletes:

1. the right to participate
2. the right to participate at their own level
3. the right to qualified leadership
4. the right to a safe and healthy environment
5. the right to share in decision making
6. the right to play as a child not an adult
7. the right to proper preparation
8. the right to equal opportunity
9. the right to dignity
10. the right to have fun

2. CHILDREN, PLAY AND SPORT

Play is the vocation of children and the child's reward is normal growth and development. Albinson, 1973 writes that a child should be provided with a full range of play experiences in order to maximize growth and development. The normal physical play of children is important for healthy growth and more vigorous play activities may contribute toward optimal levels of physical fitness. The physiological functioning of pre adolescent boys and girls is reasonably equal for factors of strength and skill if both have similar opportunities to play (Abernathy, 1977; Bruner, 1975).

From a socializing point of view, Martens (1978), Sheriff (1973) and Staniford (undated) are representative of many authors who clearly cite the importance of play as a contributor toward group socialization among children. Social influence is somewhat correlated with authentic skills and physical competency. The excitement generated by play obviously stresses individual children quite differently and must be dealt with on an individual level.

The need of children for play has been clearly demonstrated as a pre-requisite for normal growth and development. Play opportunities must be assured for as Smith (1974) writes, research and experience indicate that children under four profit little from formally instructed lessons - the very young child learns what he wants when he is ready to learn. Clearly the attitudes and behaviors of children develop early and they are influenced by the model he observes, the expectancies he brings and the reinforcement he receives. If the child expects fun, approval or success from their involvement they will participate. Children's behavior is largely controlled by consequences and reinforcement.

Orlick (1975) emphasizes children learn much from example and experience and to assure positive and enjoyable participation children need successful first exposures and continuous reinforcement and encouragement. David Staniford (undated) while studying the play of children has found children learn by observing other people and other children who they can model and imitate. He notes also that games and sport are important for learning social skills, sex role, self esteem and achievement values. Most young children would rather play alone or in small informal groups. They are not ready for activities which require sustained cooperation.

Factors of growth and development are largely influenced by readiness; by the activity, imposed rules or regulations, the child's perceptions and of course the current stage of cognitive, effective, psychomotor and socio-emotional development.

Mike Ellis (1973:110) defined play as "that behavior that is motivated by the need to elevate the level of arousal toward the optimal". Staniford indicates adult play (organized sport) is different from child play (exploration, skill practice and personal rules). He suggests play should be a part of early schooling in every subject. Children need to be able to set their own pace to avoid structured situations which create fear and anxiety, to invent their own games and rules and to develop skills as a natural part of play.

The great English scholar of physical education and sport Peter McIntosh when writing of play (1979) says, in play children set their own standards. The Opies (1967) who have studied children and their games around the world write, play is unrestricted, games have rules. J.S. Bruner (1976) when writing of play states, play minimizes consequences of actions - learning is less risky. Play provides the opportunity to try combinations of behavior that would, under functional pressure, never be tried.

Few countries of the world provide formal structured competitive activities for young children as we do in North America. However, a great majority provide the opportunity for children to develop skill and understanding of movement and strategy through various school and community activities. Currently we are making great strides in the manufacturing of equipment and facilities scaled appropriately for children - but too often we still see five and six year old children on a full sized hockey rink.

Throughout most of Western Europe, Eastern Europe, Russia and China children play - even at very high levels of skill the stress is upon improvement of personal standards (this is a truer measure of accomplishment) rather than merely winning.

Let us very quickly also recognize that significant progress is being made as more and more young people are enjoying rewarding experiences in activities of broader and broader description. However, we cannot ignore the unfortunate incidents which all too often receive disproportionate attention for the media.

Cooperation is a shared activity. Cooperation requires two or more people who share a common goal to work together toward its' resolution. Cooperative activities are often complimentary such as may be observed during social dancing or an activity as fundamental as playing catch. Truly cooperative environments are often typified by non-verbal communication in that the activity is shared to such a degree of mutual trust and understanding that group members anticipate the actions of one another. Cooperativeness does not appear to be purely hereditary, but rather reflects social and psychological maturation. Cooperation is a highly social act and requires sophisticated levels of socialization.

Competition begins with cooperation - we have to agree upon the conditions of our competition. These conditions are usually referred to as rules. Partner or team activities require high levels of cooperation in order to compete. Competition during early stages of skill development can be inhibitory. True competition only exists when the final results are largely unpredictable or are made so by handicap.

Competition in a games environment often requires we gain a "fair advantage" such as an overload in basketball or a double team block in football. Competition requires sophisticated socialization and obviously therefore reflects maturation and experience.

Competition is a process caused by a situation writes Nielsen (1975:1). Robbins (1973) when studying the current form of games feels that the accepted structure of games and sports being competitive in nature make "the good better and the poor poorer". Richard Alderman who has studied the psychology of competition extensively states,

> "...games are simple structured play; i.e., they are structured in that rules, temporal and spatial limits, and agreements on acceptable behavior now exist where they didn't before" (1975:52).

Further work by Alderman describes a cooperative environment as follows:

> "...a cooperative situation exists when the 'payoff' for each individual in the situation depends upon the joint behavior of two or more of these individuals" (1974:74).

This may be contrasted for study purposes with his competitive environment described as:

> "...any situation in which two or more individuals struggle for the complete or larger share of a particular goal, and in which the success of their performances is relative to each other" (1975:74).

Murray Smith (1975) relates to the impact of participation in highly competitive physical activities on the self-image of the child. He examines the question of:

> "...how sport of physical activity can contribute to a negative self-image? We could begin by examining carefully the effects of excessive use of competition which is characterized by external comparisons. It is great to be a winner but unfortunately there can only be one and the rest are, by definition losers" (1975).

In addition Smith feels that:

> "...if we employ methods of teaching that run the risk of branding the majority of participants as losers or failures ... we are creating conditions that turn people off activity and contribute to the development of a negative self-image" (1975).

An earlier article by Smith also studies this issue:

> "When defeat follows a first class effort, should one be ashamed or become vengeful? The real competition in life is with oneself (1971:12).

Gustafson (1978) discusses the importance of self-esteem and how it may be affected by failure. Children who have a history of failure

> "...become so fearful of failure that they no longer even try. They then use not trying as an excuse. Failure due to not trying doesn't hurt as much as failures after real efforts..." (Uslander, 1979:16).

Peter Wesson (1972) expresses concern for self-concept as a result of intense competition and stresses the importance of the role played by the significant others in the child's world. It is of particular importance that coaches, parents and friends lend positive support through personally appropriate social behavior.

"Every Kid Can Win", is a superb book written by Terry Orlick and Cal Botterill which may lend substantial light toward the interpretations of the winning and losing commonly associated with competition. They write,

> "Those who perceive winning as only being scoreboard victories or achievement at the expense of defeating others are losing out on a great deal themselves. Besides racking up points, people, youngsters in particular, can win or achieve many immeasurables such as friends, respect, trust, satisfaction, confidence, knowledge, skills, health, fitness, personal wellbeing, and above all else, happiness" (1975:27).

> "A critical examination of traditional competitive games provokes serious questioning of what is really being learned. What are we teaching our children when the majority are left out, eliminated, or hurt - physical or psychologically - by agression, rejection and failute" (Foley, 1979:12).

We cannot degrade existing programs in total or advocate that these programs cease to include competitive games. M.R. Bula writes,

> The primary concern the physical education profession must have is to insure that the child receives a positive experience while competing. Let's not kid ourselves, he is going to compete" (1971:40).

This element of competitiveness appears to be reflected in the egocentricity so typical of the behavior of young children. C. Ames (1979:418) writes,

> "...children are so sensitized to a competitive orientation that the value associated with performing a task well is far exceeded by the value place on winning over another."

Alderman cites the research of Greenburg (1932) and McClintock and Nuttin (1969) replication which identified extremely high levels of competitiveness appearing in children after about three years of age and peaking between five and about twelve. It is important to note that this research does not suggest a need for competition, but rather a need to establish personal identity.

Many studies have examined the characteristics of increased competition upon the behavior of the participants. Duthie and Guilmette (1975) cite the loss of playfulness and increase in hostility in many minor sports such as hockey and baseball due to high pressure competition. In their study of Windsor Ontario's minor sports program they found that the cooperative behavior typical of regular season play changed to hostility during the high pressure of playoffs.

> "While a failing performance in itself is sufficient to elicit negative self-evaluation, competively - produced failure appears to accentuate this negativism..." (C. Ames and R. Ames, 1978:81).

In an article appearing in CAHPER in 1974 Orlick examined the extent of the athletic drop-out problems as a result of the excessive pressure imposed upon individuals by competitive sport. To support this point he cites the CAHA statistics for participation at various age levels and noted a direct decrease in participation with age. Further, as a result of interviewing 60 athletic drop-outs between the ages of 7 and 17, Orlick found that 50% alluded to the competitive emphasis of the program as the main reason for dropping out. This included such things as the seriousness of the program, the lack of enjoyment and the emphasis upon winning and being the best. Another factor of concern was the coach who was identified by 17% as this primary reason for dropping out. The coach was said to leave people out, criticize too much and push too hard. These two factors accounted for 67% of the drop-outs and together appear to reflect an excessive competitive emphasis.

Research from sociology and specifically group dynamics illustrate that a situation in which group members cooperated was more attractive than one in which they competed (Deutch, 1960). Major components of cooperation including: showing empathy, concern for others and trust are discussed by T. Orlick (1978) in his book titled "The Cooperative Sports and Games Book: Challenge Without Competition". In the book Orlick provides guidance for individuals who may wish to try alternate games.

The essence of cooperative games are

> "...involvement, acceptance, cooperation and sharing. They are games where everyone plays, everyone wins and no one loses. They are played with each other rather than against. They are games designed to necessitate, enhance and reinforce positive social values and behavior" (Foley, 1979:12).

Michaelis (1977) provides a similar list but includes as a major point and objective of non-competitive games the objective fun.

Some work (1975) by Orlick and McNally found that children of elementary school age became more receptive to cooperative games with repeated exposures. As a point of interest they found females more receptive to cooperative games than males.

In writings of Murray Smith (1975) he tests four factors of particular concern:

- Competition will motivate people who believe they have a chance of winning but that restricts its value to the top 20% or 25% at most.
- Competition during peiords when people are trying to learn difficult things has been shown repeatedly to interfere with learning.

- A constructive alternative is to rely more heavily on motivational devices that depend on self-improvement. The best comparison for any person is his previous self.
- We must create environments where fewer individuals are forced into competition.

In an earlier article by Smith he writes,

> "By always comparing every boy to the best boy on the team we often discourage them and even prevent progress. In any team sport there are plenty of times when one must compare himself to the others, when he must think about others but to always be doing so hurts his own chances to improve" (1968:6).

Mike Ellis who has written the book "Why People Play" states,

> "The evaluation inherent in competition is socially facilitating, and the facilitating effects are generated by the evaluation of others. Thus performance of well learned skills is in general improved in competition while the performance of poorly mastered skills being learned will be diminished" (1973:25).

Children's play may take many forms and this part of the paper has addressed these forms. Factors of growth and development which can be influenced by activity - be it play or sport, cooperative or competitive movement have been reviewed. Children between the ages of birth and eight are commonly invlved in play - some are involved in sport. Many of these play and sport experiences have been very rich for the children involved while for various reasons other experiences were not and may in fact have contributed toward children choosing not to participate in sport.

3. EXISTING PROGRAM CONSIDERATIONS

This part of the paper will address the existing program considerations of the play and sport of children from birth to eight years of age. As day care, social services, education and communities respond to the expressed needs of families and children we may observe the play and sport activities of children spanning a very wide spectrum. Children of all ages may be seen at play or involved in sport-like activities in all of the above agencies.

The activities of young children are largely influenced by the nature of the equipment and facilities which are made available to them. Recommended space for day care facilities range from 2.5 - 3m^2 indoors to about 4.5 - 5 m^2 outdoors. For children cared for by their own families or through less formal arrangements than licenced day care, the environment may be found to be significantly deprived of spatial and equipment resources. An enriched home, day care, educational or community facility optimally ought to include within adequate indoor and outdoor space a wide variety of materials. Toys which may be used in many ways. Creative materials for building and expression, and climbing apparatus. All equipment (indoor and outdoor) must be appropriate for children so that the child may safely manipulate the apparatus and equipment in order to foster free play, fantacy, adventure and optimal physical coordination and development.

Along with facilities of immediate access, young children need access to rich physical environments such as natural hills and swales, large adventure playgrounds, swimming pools designed to accommodate young children, ice surfaces and reasonable playing fields.

Appropriate attention to the physical facilities and equipment made available to children in their homes and play environments must be made or the children may suffer significant deprivation in cognitive, psychomotor, affective and socio-emotional development.

Programs designed for young children must focus upon natural skill development, by providing for free exploration, guided discovery, low pressure and FUN. To assure continued involvement, a positive approach where the child feels accepted and encouraged must be fostered. As the free play activities of children begin to parallel more recognizable sports, leaders must consider carefully the following factors identified by many authors (Abernethy 1977, the Canadian Red Cross Society, the Coaching Association of Canada, Martens 1978, McPherson 1980, Morris 1980, Sande 1980, Sheriff 1973 and Staniford) the:

1. age of the participants
2. qualification of leaders
3. interests of children
4. physical environment adapted for children
5. equipment modification for children
6. nature of cooperation and competition
7. involvement of parents
8. size of children's groups
9. grouping processes (e.g. age, ability, interest, sex, etc.)
10. time (many short duration experiences)

Alberta has a long history of organized play and sport activities for the young child. Many of these programs are meritous while others justify significant concern because they do not adequately, or may inappropriately address, the ten points listed previously.

Abernethy (1977) strongly endorses a play program with a wide range of activities but no competition. Smith (1974) and Staniford both emphasize the importance of parents and adults who can serve as models for children. These same authors continue to emphasize that the adults involved in children's play and sport must try to remove or reduce their ego-involvement and maintain the appropriate perspective for children. Albinson (1973:51) writes, "it is better to have a child participate without leadership than to have the child exposed to poor leadership".

Canada's National Coaching Certification Program stands high among the very best in the world. There is no doubt regarding its impact upon coaching generally, coaching theory and technical aspects of coaching specific sports. The author strongly believes that in order to better facilitate the child's transition (at about eight years of age) from play to sport that those individuals who desire to work with young children require a special interest in young children plus a specific theory base to work with the young child.

The existing play and sport delivery system for the young child has many exemplary illustrations and others less worthy. To identify some fine examples here may be advantageous. The "Y" programs "Mothers and Tots" encourage family grouping and close adult associations. The summer playgound programs in many municipalities recognize the value of family grouping and involve a wide age range of children in numerous play and sport-like activities. Many community gymnastic programs follow the guidelines of the Canadian Gymnastics Federation and use educational gymnastics as the core for their programs. Learn to skate and learn to swim programs are changing from a one shot test format to a developmental program of continuous progress.

We do however, have some problems. Very significant progress is being made in the team sport area, but much more is necessary. Far too often children are thrust into teams, leagues and competition with only minimal skill. This is ludicrous and entirely contrary to all available research. Full official team participation in activities such as baseball or softball, basketball, ice hockey, ringette or soccer is completely off base. It may be deemed unfair to name names! However, these sport governing bodies must seek more to resolve these abuses. Many, many alternatives exist and severe pressure must be brought to bear upon parents, coaches and organizations who allow young children to be abused in such a way. Some may say it is cute to see a 5 year old in full hockey gear playing "hockey" on a full sheet of ice with regulation numbers of participants on each team. It does not stand logically to reason that just because the situation above is appropriate for adults, teens or even very skilled ten year olds that it must be equally valuable for the young child.

Children must develop skill and understanding of their movement through play. As the child's psychomotor, cognitive, affective and socio-emotional development increases the play may gradually be shaped into sport.

The National Task Force on Children's Play created by the Canadian Council on Children and Youth with the assistance of the Fitness and Amateur Sport Branch Department of National Health and Welfare produced "Fair Play Codes for Children in Sport" in 1979. This pamphlet is superb! It is well prepared and has been carefully edited by some of our most knowledgeable authorities on children, education and sport. Fair Play in Sport Codes are included for players, coaches, parents, teachers, administrators, officials, spectators and the news media. The advice offered is outstanding - it is common sense - unfortunately common sense is all too uncommon. Three points of advice to parents are worthy of reporting here:

1. do not force unwilling children to play
2. children are involved for their enjoyment not yours
3. effort is as important as winning

Martens (1978) and Wilson (1975) offer further advice to parents. They encourage parents to come to their children's interests, likes and dislikes, to provide a supportive atmosphere, to set limitations, to help children establish realistic expectancies and to help children interpret their experiences.

The funding base for the movement activities of young children is largely on a pay as you go basis. Parents, and to some degree the Department of Social Services, Alberta Education, Alberta Recreation and Parks and various local governments contribute toward the provision of programming and facilities and equipment. Federal funding is largely directed through national sports governing bodies and only a miniscule portion would reach the birth to eight year old range (Government of Canada 1979).

Part of the reason for the disparity in opportunity for a rich and wholesome movement experience through play for young children is reflected in the access and distribution of resources to this facet of programming.

The federal position (Government of Canada, 1979) that recreation services should be provided by agencies closest to the people being served is of merit. Coordination of the National Coaching Certification Program and the nation wide participation advertising is of value. Currently the Federal Government is initiating work on a "Sport Skill Award Program" for elementary school aged children. This program must be designed to serve a very broad base and not become too elite for the young child. A further danger is that the skill awards may become the core of elementary school movement classes which would be most unfortunate as physical education is far broader than sports skill awards. Our Federal Government must be encouraged to become involved in some detailed long-term research which can monitor the factors contributing toward the play of young children being shaped into introductory sport.

Alberta must be able to establish its own goals and objectives and to foster cooperation, collaboration and communication between the public and private sectors, to provide support services and programs, to secure public funding and encourage financial involvement of private agencies. The provincial government through close cooperation and involvement of the three major departments who work with young children (the Department of Social Services, Alberta Education and Alberta Recreation and Parks) must seek to reach concurrence on the role of play and sport for young children, birth to eight years of age. These departments must seek to provide a single voice while negotiating and interpreting the most advantageous allocation of federal resources.

A very significant challenge to all provincial sport governing bodies is to review their sports development program for young children. For many, the issue is easy! Their position will clearly indicate that involvement of young children in their particular sport is discouraged. Nevertheless, general guidelines endorsing a broadly based movement program to provide a solid base for future sports participation would provide useful direction. For those sports which may involve children within the birth to eight years of age span, very careful and clearly ennumerated play programs geared to the developmental needs of children must be encouraged and a clear denunciation of organized competition must be made. These policy statements must then be accurately reported to local bodies and affiliated clubs and organizations.

4. FUTURE TRENDS

- There will be continued population migration from centres of depressed economy to areas of greater opportunity. With these population shifts a commensurate demand for service maintenance in areas of out-migration and increased service for areas of in-migration will be felt by all levels of government.
- A continued high inflation rate will substantially escalate the cost of land, capital development, services and staff.
- Demands for quality day care will increase and will lead to improved design of facilities and the location of such agencies.
- Professional leadership and certified staff will be in high demand though salary level will be an issue of continued debate.
- Major public recreation facilities will be more extensively scheduled for use by young children.
- Competition among young children will be reduced and there will be an increased emphasis upon play and skill development. Structured activity programs will more adequately reflect the needs and interests of children.
- Agencies will respond to demands for family recreation programs by jointly scheduling activities for children only and adults only at the same time. This will facilitate participation and involvement of the entire family and will especially be of assistance to a single parent family. Activities may involved children and adults together or in separate groups with independent leaders.
- Industry will respond to the pressure of providing play, recreation and sport programs to families by making such provision an issue of contract bargaining.
- "Family Activity Centres" will continue to be developed by both the public and private sector. Increased cooperative use of public facilities such as schools, pools and arenas will contribute to making programs available to all members of the public.
- Pressure to involve young children under eight years of age will be reduced as sport governing bodies clearly enunciate their opposition to such policy and local associations concur.

5. CONCERNS, PROBLEMS AND ISSUES

- More study of children from birth to eight at play is needed.
- There appears to be a general lack of clear priorities and goals. There is regional disparity of interest and resources which makes this difficult.
- Activity programming for young children must focus upon play with a clear emphasis upon competition or other factors which may discourage children from continued involvement.
- Movement programs must be fulfilling to children.
- Children's play and sport should discourage early elitism.
- The expectations of leaders, coaches, parents and children should show concurrence.
- Programs for young children should foster mutual respect and cooperation among children and adults.
- Programs must be designed with consideration for safety.
- The media must be strongly discouraged from portraits of children as miniature adults.
- There is less to be concerned about with children's play and sport than with adults - adults are the major concern.
- Physical activity (participation) must become a way of life - an expected behavior.
- Children should "play to play" not "play to win" it is the experience which is more important. The inappropriate focus upon winning at all costs must be discouraged.
- The need for improvement is great - the process is slow.
- There is significant resistance to change as evidenced by the existence of some current practices.

6. ALTERNATIVES AND IMPLICATIONS

It is obvious that there is justification for concern regarding the play and sport of young children from birth to eight. Upon evaluation of the previous parts of this paper and in consideration of the current status of sport in Alberta, four alternatives are presented.

Alternative 1. The Status Quo

- No change in current program offerings, thus procedures are known.
- Sport governing bodies, schools, clubs and agencies continue to establish individual guidelines.

Weaknesses include:

- A lack of effective integrated policy.
- A lack of consistent policy guidelines.
- No clear priorities of expectation of young children in sport.
- Little opportunity for coordinated study and debate with related agencies such as Alberta Education or Alberta Social Services.
- A tendency to view the child as a small gymnast, hockey player or swimmer rather than as a child.

Alternatives 2, 3, and 4 assume movement toward the establishment of the proposed "Alberta Sport Federation".

Alternative 2. Involves the creation of an advisory committee on Young Children within the functional area described as "Leadership and Participant Development".

Strengths include:

- Identification of the young child as a potential participant.
- The formulation of a resource committee which could serve all sport governing bodies.
- Increased potential to forward the needs and interests of young children into the leadership development programs.
- The potential to lobby members and institute policy regarding the play and sport of the young child.

Weaknesses include:

- The need for restructure which may be disruptive.
- A tendency to see the child as a small participant and not to give the special needs of children adequate attention compared to that of elite athletes.

Alternative 3 suggests the establishment of an Advisory Committee on Young Children within the functional area described as planning, evaluation and research services.

Strengths include:

- An extension of the research base to include young children.
- Potential to initiate or respond to research needs specific to the young child.
- To advise bodies on appropriate developmental play and sport programs for children.

Weaknesses include:

- Labelling the child as a permanent research topic.
- Being so far removed from program that the issues of the child do not remain adequately visible within the super structure.

Alternative 4 recommends the establishment of a separate functional area for each of leadership and participant development. A section of the area focussing upon participant development would include the young child from birth to eight.

Strengths include:

- A clear distinction between leadership development and participant development.
- The recognition of the child as a potential participant.
- Establishes a clear link to the general population and may serve to place in perspective the child, play and sport.
- Provides the child a more visible presence in the scheme of "Sport in Alberta".

- May address the existing Social Services and Educational concerns with Sport in Alberta.
- Will provide a powerful lobby for the rights and needs of children to the sporting community.
- Will serve to protect children from abuse by sport.
- Will clearly ennunciate the need of young children for play - and the place of play in sport.

Weaknesses include:

- The need to rework proposed models for the Alberta Sport Federation
- May lead to the feeling of too much concern over the child as a pre-sport participant.

7. RECOMMENDATIONS TO THE PROVINCIAL GOVERNMENT

It is recommended that in recognition of the special needs of children and the particular need to protect the interests of the presport child for play, that legislation be prepared by the Government of the Province of Alberta to create the Alberta Sport Federation and within it as a separate functional area Participant Development which would include a specific section to deal with the concerns of the Young Child from Birth to Eight.

8. SUGGESTIONS FOR FURTHER RESEARCH

The entire field of study of Young Children from Birth to Eight and their experience in play and movement toward sport is ripe for research. Topics may include:

- Free play and guided play.
- From play to sport - the process.
- Play and socialization - sport and socialization among young children.
- Cooperation and competition in play.
- Characteristics of leaders desired by young children.
- The parent and child in play together and apart.

- Modification of current sports activities for children.
- New Sports.
- Modified official equipment and facilities for children.
- Day Care and lower elementary school play and physical education experiences.
- Grouping of young children for play and sport - Readiness, Age - What?

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SEX EQUALITY IN SPORT

Dr. M. ANN HALL

This paper discusses the need to develop policies and programs based upon sex equality in government in general. The paper also discusses principles and definitions of sex equality and assess the current situaton as it relates to equality for women involved in sport and recreation. The paper also compares current initiatives of various provinces relating to sex equality in sport. The paper presents recommendations on the ways to improve sex equality in sport participation, administration and involvement.

PREFACE/SUMMARY

Although I am cognizant of the need to provide a consistent approach to the development of the sport issue papers, I found it impossible to consider the topic "The Role of Women in Sport" under the eight suggested topic areas. In fact, I have changed the title to "Sex Equality in Sport" for reasons which will become clear very early in the paper. I believe, however, that I have included in my discussion information and suggestions pertaining to all the suggested topic areas with the possible exception of Nos. 3 and 6, the strengths and weaknesses of and implications for the existing sport delivery system. It does not matter a great deal what the sport delivery system looks like if its component parts or major "actors" are not seriously committed to sex equality. Whether or not this is the case at present, I do not know.

I introduce the paper by outlining several assumptions about the nature of sport and recreation policy development in the province of Alberta and some concerns I have concerning this particular process. I point out that all government departments must be committed to bringing into effect policies, programs, and legislation if necessary, based on sex equality. I then review some necessary principles for the development and evaluation of policies based on sex equality. Taken collectively the principles constitute an operational definition of sex equality for policy purposes regardless of the specific content of the policy. Nevertheless, the case of sport poses several problems and these are discussed in order to define clearly the meaning of sex equality in sport. I then examine the current situation in Canada, and specifically Alberta, with regard to sex equality in sport. Cross-national initiatives to eliminate sex discrimination in sport and recreation are documented and analyzed. Institutional, legal and attitudinal barriers to full participation by girls and women in all facets of the sports world are examined. The paper concludes with what I believe to be an appropriate course of action to be followed if sex equality in sport and recreation is to be achieved in Alberta.

SEX EQUALITY IN SPORT

Introduction

Before beginning this "sport issue" paper on sex equality in sport, I wish to make clear several of my own assumptions about the nature of sport and recreation policy development in the province of Alberta. First, and to my knowledge, there has never been in Alberta by any government in power, an attempt to develop a holistic sport and recreation policy. There is no equivalent, for example, to the process which produced the Livre blanc sur le loisir au Quebec, the policy statement which presumably now guides the development of sport and recreation in Quebec. This is not meant to be a criticism as no other province aside from Quebec has undertaken such a comprehensive policy review; it is merely a statement of fact. Moreover, until the establishment of the Ministere du loisir de la Chasse et de la Peche in early 1979, Quebec lagged behind many other provinces, including Alberta, with no strong administrative unit in which government sport and recreation policy could be developed and through which it could be applied. Throughout the past twenty years or so in Alberta there have been numerous ad-hoc attempts to develop aspects of a sport policy culminating in the recent report on improved sport coordination in the province. Therefore, I applaud the current efforts of Alberta Recreation and Parks, but I do have several concerns about this process.

My immediate concern is the seemingly belated fashion in which the "issue" of women in sport (similarly for the native perspective) was added to the list of sport issue paper topics. In fact, on my copy of the "information package", it was handwritten. Although I commend those responsible for establishing the final topics for including the issue of gender, the process does demonstrate a lack of understanding that social policies must be developed from the perspective of sex equality (or racial equality) and not by treating women (or natives) as a special population. Let me explain this further.

The Government of Canada has repeatly committed itself, both nationally and internationally, to bringing into effect policies and legislation based on sex equality. International commitments, which are not possible without provincial consent, have been publicly expressed through signature of or agreement to, for example, the Universal Declaration of Human Rights, the U.N. Convention on the Elimination of All Forms of Discrimination Against Women, and The World Plan of Action on the Status of Women. Similarly, the province of Alberta has demonstrated its commitment to sex equality (as well as other forms of equality) by virtue of the Alberta Bill of Rights (1972) and the Individual's Rights Protection Act (1972). Therefore the Government of Alberta and all its various departments, agencies, commissions, etc., must also be committed to bringing into effect policies, programs, and legislation if necessary, based on sex equality.

Principles for the Development and Evaluation of Policies Based on Sex Equality*

How do we determine if a social policy is based on sex equality? How do we assume that there is a mechanism for implementing a government's stated commitment to sex equality?

Social policies are generally based on some sort of model. However, sometimes these models conflict. For instance, social policies concerning the role of men and women in the Canadian economy are based on either one of two models: the "breadwinner family" (the husband/father is the economic provider for the entire family) or the "two-earner family" (every adult is considered responsible for his or her own economic well-being). Policy consequences which derive from the male breadwinner model include, for example: giving primacy to the economic needs of breadwinners over those of other labour force participants, facilitating the homemaker functions of wives and mothers, compensating for functions of wives and mothers, compensating for the economic functions of the husband/father in the case of divorce, death, desertion or incapacity, and similarly compensating for the homemaker functions of the wife/mother in the same circumstances. By implication, there are no entitlements to compensation if economic contributions of wives/mothers cease or are interrupted, or if childcare or housekeeping contributions of husbands/fathers cease or are interrupted.

In the same vein, policy consequences which derive from the two-earner family model include: treating every labour force participant equally, ensuring equality of women with men in the economy, enabling equality of men with women in the family, recognizing that society shares a part of the responsibility for the children's care and welfare irrespective of the structure and composition of a particular family unit, and facilitating the combination of involvement in the economy and in the family for husbands and wives, mothers and fathers.

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*This section has been adapted from a paper by Margrit Eichler entitled "General Principles for Evaluation and Development of Policies Based on Sex Equality", Status of Women Canada, November, 1980.

In the first model, the economic family is regarded as the smallest economic and administrative unit for policy purposes whereas in the second model, the individual adult is similarly recognized. The first model is based on the notion of sex differentiation, the second on the notion of sex equality. It is apparent that the male breadwinner model is becoming increasingly inappropriate particularly in Alberta where increasing numbers of married women are entering the labour force and divorce rates are skyrocketing. We are, however, in a transition stage where people behave partially in accordance with both models. Social policies, on the other hand, must be based on a coherent perspective or they will work at cross-purposes, as is currently the case in the economic sector. The solution to the dilemma lies in making a distinction between long-range and short-range policy goals. In the long-range, sex equality is the only acceptable basis on which policies can be based. In the short-range, supplementary policies need to be devised to accommodate the needs of those people who have modelled their behavior according to the family model based on sex differentiation (e.g. social benefits be available to individuals as individuals rather than as family members).

Operational Definition of Sex Equality*

An operational definition of sex equality for policy purposes consists of four major principles and several sub-principles. They are as follows:

I. Principle of individual equality: - everyone should be administratively treated as an individual.

  Ia. Principle of sex equality: - there should be no discrimination on the basis of sex, unless principle IV applies.

  Ib. Principle of individual status: - there should be no discrimination on the basis of marital status, or family status in general, unless principle IV applies.

II. Principle of shared societal responsibility for dependents: - there are two categories of dependents: dependent children and adults in need of care. Childcare is a responsibility shared between parents and society whereas adults who need partial or total care is a societal responsibility.

  IIa. Principle of childcare as a joint societal/parental responsibility: - society shares a part of the responsibility for the welfare of children irrespective of the family structure within which children are raised. Therefore, when parents care for their children, this must be partially recognized as a service to society.

  IIb. Childbirth as a societal contribution: - women should therefore not be economically or socially disadvantaged for giving birth.

  IIc. Principle of equality of parental responsibilities of fathers and mothers: - there should be no difference in the treatment of mothers and fathers, including adoptive parents, except where due to medical reasons related to maternity.

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*Again, this definition has been suggested by Margrit Eichler.

IId. Principle of care for adults in need of care as a societal responsibility: - self-explanatory.

III. Principle of eliminating structural disadvantages for women: - all policies should be designed that they work towards eliminating the structural disadvantages for women, and, where necessary positive policies should be created for an interim period to correct historical imbalances.

IIIa. Principle of avoiding disparate impact because of structural disadvantages for women: - eligibility criteria should be reformulated so that women qualify in comparable proportions and to comparable degrees (e.g., pension entitlements for women not or only marginally attached to the labour force).

IIIb. Principle of supplementary benefits in the case of historically determined disadvantages for women: - where new policies or plans would not address the needs of all women, supplementary plans should be devised to serve their needs in an equivalent manner.

IIIc. Creation of specific policies to overcome structural disadvantages for women: - for example, affirmative action programmes, re-entry programmes. Such policies should be so designed that they discontinue automatically as structural disadvantages are overcome.

IV. Principle of adherence to a "Grandmother clause": - where a policy currently exists that alleviates the situation of structurally disadvantaged groups of women, that policy should not be removed.

The Meaning of Sex Equality in Sport*

Although it may seem that many of the principles described in the previous section do not specifically relate to policy development in sport, the point I am making is that policy development in sport cannot be separated from the formation of social policy in general. In their totality, the principles constitute an operational definition of sex equality for policy purposes regardless of the specific content of the policy. However, it is possible to translate the four major principles in terms of sport and the provision of sport services, programs and facilities through government monies:

I. Women should be treated as individuals and not solely as family members;

II. It should be recognized that childcare is a joint societal/parental responsibility and that childbirth is a societal contribution;

III. All sport policies must be designed so that they work towards eliminating the structural disadvantages for women;

IV. Where a sport program or policy currently exists that alleviates the situation of structurally disadvantaged groups or women, such a program or policy should not be removed.

However, I would be remiss not to point out that sport poses a special problem when discussing sex equality - men and women are physiologically different in ways relevant to performance in sports. For the purposes of discussion, let us define sex equality in sport as equal opportunity for women in sport. Therefore, if we equate equal opportunity as nondiscrimination, thus ignoring characteristics such as sex, women would in fact have even less opportunity to participate than at present because we cannot obliterate sex differences in size and strength. A policy of nondiscrimination in sport, therefore, would actually decrease equal opportunity for women (not so for young girls who may be equal in size and strength to young boys).

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*This section has benefitted from some of the ideas in a paper by Jane English, "Sex Equality in Sports", Philosophy and Public Affairs, 7(3), 1978.

Suppose, then, that we equated equal opportunity with equal chances or equal probabilities. When applied to women in sports, this model seems to have merit. Everyone, male and female alike, has the right to the basic benefits of sports (e.g. health, fitness, fun, skill development, etc.). Therefore if a girl is less adept at some sport (e.g., wrestling) than a boy because she has never had an opportunity to learn, this is no reason to deny her the same benefits. However, the problem of differing size and strength would still be present.

What then is the fair way to treat physiologically disadvantaged groups? One suggestion is to have individuals compete on the basis of some clear-cut physiological characteristic such as weight or age. Sex is frequently used to form separate competition groups but the rationale is usually because girls and women need protection due to their physical inferiority. Females can sometimes move "up" to compete with males, but the reverse rarely happens which in itself is discriminatory. If sex is not relevant to performance (e.g., equestrianism, riflery, car racing), then the sport should be integrated which often is not the case. As we better understand whether existing sex differences in performance are due more to physiological characteristics or to cultural and social inequalities, additional sports (e.g., swimming, marathon running) could be integrated. Therefore, although there is some justification for maintaining separate teams and competitions, based on sex, there are difficulties.

Another way to treat physiologically disadvantaged groups to ensure equal opportunity has been to group individuals by ability. However rarely is this one without the additional classification of sex. Even if the principle were applied across the sexes, women would no doubt be relegated to the second, third, etc., string leagues because of a lack of ability due to differential socialization or the same physical "disadvantages" discussed previously.

Where does this leave us? There is simply no way out of this problem unless sports which use the female's distinctive abilities (e.g., smaller size, flexibility, lower center of gravity) are considered equal in every way to sports where speed, size and strength are the essence. Women are naturally inferior at "sports" so conceived and as long as our concept of sport cannot be altered to make women equal because speed, size and strength are necessary for spectator appeal, then sex equality in sport is an utopia we will never reach. If our primary emphasis is on participation, then there is no justification for the "swifter, higher, stronger" ethos as the only conception of sport.

Historically this has not been the case. The sporting qualities and achievements of the dominant sex (males) have tended to provide the absolute evaluative criteria against which women in sport are judged (except in those sports which possess obvious aesthetic qualities where often it works in reverse - figure skating, for instance). Rarely is women's sport evaluated as something worthwhile in its own right without the illegitimate and irrelevant comparisons to the qualitatively different sporting achievements of males.

It is also my belief that Canadian women to a certain extent have naively and complacently accepted their second-class status in the sporting world. It becomes evident if we review the history of Canadian women's experience in sport over the past one hundred years. I do not intend to do that here since I have recently published an account and the article, entitled "Rarely Have We Asked Why: Reflections on Canadian Women's Experience in Sport" is appended to this paper. Unfortunately, I do not have available an even cursory account of the history of Alberta women's experience in sport since such an account has never been researched beyond what little material is available in several related master's theses.*

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*See, for example: M.A. Hall, "A History of Women's Sport in Canada Prior to WWI", M.A. thesis, University of Alberta, 1968; J.E. Reid, "Sports and Games in Alberta Before 1900," M.A. thesis, University of Alberta, 1969. "The Development of Sports in Alberta, 1900-1918," M.A. thesis, University of Alberta, 1974; C. Macdonald, "The Edmonton Grads: Canada's Most Successful Team, A History and Analysis of Their Success, M.H.K. thesis, University of Windsor, 1976; M.A. Wasylynchuk, "The Development of Women's Field Hockey in Alberta, 1962-1973," M.A. thesis, University of Alberta, 1975.

Sex Equality in Sport - The Current Situation

There are many indicators of the degree of equality for women in sport and recreation. For instance, employment conditions and practices could be surveyed. Are women and men given equal opportunity in open competition? Are women and men paid the same salaries for essentially the same work? Are men and women given the same decision-making power? Are the numbers of men and women distributed equitably throughout the professional ranks? Another example is the expenditure of public monies. Does the total budget reflect comparable support to both the boy's (men's) and girl's (women's) programs? Are facilities supported by public funds shared equally at times convenient and desirable to both males and females? We could also examine the proportion and quality of media coverage given to men's and women's sport. In fact, we could create a seemingly endless checklist for assessing the status of sex equality in sport. Unfortunately the task is made exceedingly difficult by a lack of information. I am currently involved in a cross-national survey of sex equality in sport whereby phone calls and/or letters have been sent to most provincial Departments of Education; sport, recreation or fitness ministries/departments (or whatever they are called); human rights commissions, and advisory councils on the status of women where they exist (Alberta has never had such a council). The search for studies, surveys, position papers concerning either a policy of sex equality in sport or indicators of sex equality has been quite productive although taken collectively it amounts to surprisingly little material. Alberta, therefore, is not alone among the provinces in having paid little or no attention to a sport policy and plan of action directed at sex equality.

Table I on the following pages summarized the provincial initiatives concerning sex equality in sport and recreation which I have thus far been able to document. In 1974 the Federal Government and specifically the Fitness and Amateur Sport Branch sponsored a National Conference on Women and Sport which in turn prompted individuals in a few provinces to host similar conferences (British Columbia, Saskatchewan and Newfoundland). Although a great number of recommendations were generated by these conferences it appears that very little action has ever been taken in the provinces concerned. It should be noted that a provincial conference on "Women, Health, Sports and Recreation" was held in Alberta (Calgary) in January, 1977 but it was co-sponsored by the Calgary Status of Women Action Committee and the University of Calgary Continuing Education Division. No report was ever produced.

Taken as a whole there have been relatively few studies undertaken in the provinces concerning the various facets of sex equality in sport. Ontario and Quebec certainly lead the way in this regard. It should be noted that the Director of Sport Services in the Ontario Ministry of Culture and Recreation is Abby Hoffman who works tirelessly both officially and unofficially for the cause of women's sport. Quebec, to my knowledge, is the only province which has appointed a special coordinator for women's sport within the Ministere du Loisir, de la Chasse et de la Peche whose responsibility it is to analyze and evaluate ministerial policies on the status of women in sport, advise on specific policies and measures to be taken regarding the status of women in sport, and to assume direct responsibility for carrying out these policies and measures. In other words, Quebec has put especial importance on sex equality in sport by appointing a special advisor to the appropriate minister.

The advisory councils on the status of women (they exist in all but British Columbia, Alberta, Nfld., N.W.T., and the Yukon) have generally not made sex equality in sport an issue or concern. Again, Ontario and more recently Quebec and New Brunswick are the exceptions. This is also true at the federal level. However, the Canadian Advisory Council on the Status of Women has commissioned a book concerning women and sport in Canada which will be available in a few months. Hopefully it will provide a basis for discussion for all status of women groups and organizations.

Table I. Summary of Provincial Initiatives Regarding Sex Equality in Sport

PROVINCE	DEPT. OF EDUCATION	SPORT/RECREATION/FITNESS	ADVISORY COUNCIL ON STATUS OF WOMEN	HUMAN RIGHTS COMMISSION
B.C.	1979 B.C. Assessment of Physical Education contains some information on physical fitness by sex.	Recreation and Fitness Branch has not addressed issue of sex equality. xxxxxxx NOTE: Two conferences on women in sport have been held in B.C. One a provincial conference (1975) and the most recent, a national one (1980).	None exists	Does not accept cases of sex discrimination in sport. Awaiting legal opinion on human rights code.
SASK.	Presently undertaking some special projects on sexism - no information as yet.	Sports and Recreation Branch has sponsored two conferences on women and recreation (1975, 1977)	No information as yet although some discussions have taken place with Sports and Recreation Branch. xxxxxx (Dept. of Labour) co-sponsored one of the provincial conferences.	No cases to date.
MAN.	Currently working on a new curriculum. 1977 Discussion paper on opportunities for girls in physical education for Minister of Education.	Informed by Director of Sport in the Dept. of Fitness, Recreation and Sport that there is no need to do a study.	Only just formed. Has not made sport an issue.	Two cases to date - no information available.

Table I. (continued)

PROVINCE	DEPT. OF EDUCATION	SPORT/RECREATION/FITNESS	ADVISORY COUNCIL ON STATUS OF WOMEN	HUMAN RIGHTS COMMISSION
ONT.	Have published The Role of Interschool Sports Programs in Ontario Secondary Schools which gives breakdowns by sex. Also doing study of attitudes in the selection of physical education.	Sports and Fitness Branch currently undertaking several studies: e.g. comparison of men and women in leadership roles in Ontario amateur sport in Ontario, women and coaching in Ontario. Have published: The Female in Public Recreation (1976) and Do Women Have Equal Play? (1975)	Published About Face: Towards a Positive Image of Women in Sport (1976) xxxxxx Mayor's Task Force on Status of Women in Toronto Final Report contains section on recreation.	Several cases to date - full details and judgements available.
QUE.	No information	Ministere du Loisir established in 1979. Created in the deputy minister's office the position of coordinator for all activities relative to the status of women. - research studies being conducted. - symposium on women and recreation. - publicity campaign on fitness directed specifically at women.	In Pour les Quebecoises egalite et independance (1978) - major sections on women and sport. By in large, recommendations have been acted upon by Ministere du Loisir. Continues to take an active interest - e.g. Special feature in month bulletin. xxxxxx Volunteer sector also taking an interest - e.g. L'Association feminine d'education et l'action sociale currently sponsoring colloquims on women and physical activity.	One case to date - full information available.

Table I. (continued)

PROVINCE	DEPT. OF EDUCATION	SPORT/RECREATION/FITNESS	ADVISORY COUNCIL ON STATUS OF WOMEN	HUMAN RIGHTS COMMISSION
N.B.	No information.	Youth, Recreation and Cultural Resources recently (1980) published Report of the New Brunswick Task Force on Amateur Sport. No recommendations specifically relating to women.	Submitted a brief to the N.B. Task Force on Amateur Sport which was ignored. Have recently hired a new researcher to work on a "sports policy" and to extend the brief to their own task force.	Four cases to date - no information available.
N.S.	No information	Culture, Recreation and Fitness does not appear to have a policy.	Herself/Elle Meme, Report of the N.S. Task Force on the Status of Women has section on sports, recreation and leisure. Advisory Council has not made sport an issue	One case - full information available.
P.E.I.	No information	No administrative structure dealing with sport.	Has not made sport an issue.	No information as yet.
NFLD. & LAB.	No information	Recreation and Sport Services referred to Nfld. & Lab. Parks and Recreation Assoc. Conference on women in sport held in 1975.	None exists.	No cases thus far.
N.W.T. YUKON	No information.	No information.	None exist.	None exist.

There are an increasing number of sport-related cases brought forward under the denial, on the basis of sex, of the "services and facilities" provision of provincial and federal human rights legislation. These cases are useful more because they draw attention to the issues surrounding sex discrimination in amateur sport than they assist in promoting justice. The issue of sex equality in sport has been discussed by the Alberta Human Rights Commission but to date no cases have gone forward to the Board of Inquiry stage.

Finally, the Federal Government and specifically the Fitness and Amateur Sport Directorate after doing virtually nothing since the 1974 National Conference on Women and Sport have suddenly allotted $250,000 from Loto Canada monies to some very short-range projects; five-phase study on the status of women in sport leadership positions in Canada (coaches and administrators within NSGB's; coaches, athletic administrators and physical educators in colleges and universities; administrators in provincial governments and SGB's; female participation in the National Coaching Certification Program); creation of a 'talent bank' of female administrators in sport; demonstration fitness projects for low income women; internship program for women coaches; national workshop to investigate the possibility of forming a national association for the advancement of women in sport, as well as other smaller projects, conferences and research studies. From all appearances, however, the Fitness and Amateur Sport Branch refuses to entertain the necessity of a long-range policy based on sex equality.

Does sex equality exist in Canadian sport? The answer is clearly no. There are institutional and legal barriers preventing girls and women from participating fully and without criticism in competitive and recreational sport. Attitudinal barriers to equality will be discussed in the next section. One of our difficulties when discussing the institutional barriers to sex equality in sport is that we have available very little data which documents the extent of the problem. We can only speak in generalities. We know, for example, that there has been a significant increase over the past decade in the involvement of Canadian girls and women, at all levels, as active participants in sport and physical activity. However, this increase is not proportionately as great as it has been for males. We can show that there is an increasing interest in the topic of women in sport on the popular, academic and policy levels and yet the major network coverage of women's sporting events is still very limited. Women have also had to recreate their own sports magazines and books to counter the minimal coverage of female sport in the popular press. We see that public awareness regarding sex discrimination in sport has been raised through publicity about specific cases which have come before provincial human rights bodies, but legislation has proved to be an ineffective means to remedy sex discrimination in sport. There appears to be an increasing awareness among young women of the potential for sport-related careers, e.g., as a professional athlete, coach, administrator, physical educator, or fitness expert. Nevertheless, the actual number of women in leadership roles has increased only minimally and in some cases has declined over the past few years. Although the number of women who hold coaching and administrative positions varies depending on whether a sport is predominantly female, integrated, or predominantly if not exclusively male, the general trend is toward disproportionately low levels of leadership representation among women despite their relatively high levels of participation. Further, despite the fact that the majority of sport administrators (executives) in provincial and national sport organizations are male, no affirmative action programs are being implemented to systematically train and promote women as administrators in proportion to their numbers as participants. Finally, despite the fact that there is an increase in female sport/fitness involvement in the past decade, Canadian females at virtually every age level score in the low fitness catagory (lower than males of a similar age).

Attitudinal Barriers to Sex Equality

One of the most insidious effects of inequality is the myth of female inferiority. The myths, particularly those that are physiological or gynecological, about females participating in strenuous physical activity are rapidly being debunked; nonetheless there is still a concern that sport, particularly of the vigorous, competitive variety, will "masculinize" the female behaviorably and psychologically. It is also important to point out that even when there is no evidence to support them the burden of proof is placed on women to prove that these myths are wrong. For example, each of the following can easily be refuted and yet they persist:

(1) Performance differentials between males and females are due entirely to biological factors;

(2) Strenuous exercise such as long distance running is unsuitable to women;

(3) Strenuous training will cause permanent disruption of the female reproductive cycle;

(4) Girls and women are more susceptible to injuries;

(5) Women will not gain the same benefits from strenuous exercise and competitive sport as do men.

There are at least two other myths which are not so easy to refute because whether or not they are true depends on how one views culture-bound terms like "masculinity" and "femininity". One myth is that women athletes cannot be entirely "feminine" because they deviate from behavior considered normal and appropriate for their sex. Sport has traditionally been defined as "masculine" because it emphasizes aggression and achievement, so-called masculine traits. If we continue to view behavior in terms of "feminine" and "masculine" stereotypes then it is impossible to refute the statement. Similarly, another myth is that strength training will "masculinize" women causing bulky and unsightly muscles. You cannot refute the fact that if women athletes weight train, they will experience an increase in muscle girth; however, not nearly as much as males due to hormonal factors. However, well defined musculature on women is a cultural issue, not physiological one. The myth will disappear when it is no longer an issue. All of these attitudinal barriers are slowly falling as we learn more and more about the true physical potential of women athletes. It is important to translate this knowledge into everyday language so that everyone can sort out fact from fiction for themselves.

Recommendations to the Alberta Government

Before recommending what I believe to be an appropriate course of action, there are two assumptions I wish to make clear. First, I am assuming that the Government of Alberta, and hence Recreation and Parks is committed to a policy of sex equality. There are those in the private sector who seriously question this particular Government's commitment to the elimination of all forms of discrimination based on sex. Moreover, there are those who claim that this Government steadfastly refuses to demonstrate its commitment by taking positive steps to ensure sex equality - for example, appointing a Minister Responsible for the Status of Women, establishing an advisory council on the status of women, doing everything in its power to encourage affirmative action programs in both the public and private sectors, and paying serious attention to the concerns expressed by groups such as the Alberta Status of Women Action Committee. Change, therefore, will come very slowly and if Recreation and Parks decides to consider seriously how to bring about sex equality, they will be one of the few government departments in Alberta, indeed Canada, doing so.

My second assumption relates to the strategy for achieving social change. There will be some women who will resist the efforts at change because they will view them as too reformist. They have already rejected male-dominated institutions and behavior, such as sport as it now exists, and will only endorse alternative institutions specifically created for women by women. Many women are prepared to do this even though it likely results in inadequate funding, ridicule and considerable opposition. The feminist health movement, which is beginning to take an active interest in physical fitness, is a good example of an alternative. On the other hand, the vast majority of women seeking changes in Alberta emphasize and work towards assimilation. They believe that change is possible if women gain access to the institutions as they presently exist particularly if they are successful in acquiring a modicum of decision-making power. Change, in other words, can be brought about by working from within the system. Most, if not all, attempts in Canada thus far to bring about sex equality in sport have been from the reformist or assimilationist approach. Although I see nothing wrong in this, it should be recognized that others, specifically those who are much more radical, would disagree.

RECOMMENDATION ONE: Assess whether or not Alberta Recreation and Parks is seriously committed to a policy of sex equality. (If not, then none of the following recommendations are relevant.)

RECOMMENDATION TWO: Appoint a woman whose responsibility it is to coordinate all departmental activities relative to the status of women in sport and recreation. She should advise and report directly to either the Minister or a Deputy Minister. (Possibly use Quebec as a model.)

RECOMMENDATION THREE: Establish your own department as a model by, for example, scrupulously reviewing every policy, examining all hiring and promotional practices, ensuring that all documents, publications, brochures, etc., are free of sexism.

RECOMMENDATION FOUR: Institute a short and long-range research program to collect badly needed descriptive information about, for example, male/female participation rates at both the recreational and elite levels, the proportion of female coaches and administrators in amateur sport. Long-range research must examine the best means to remove the attitudinal and structural barriers to sex equality in all aspects of amateur sport.

RECOMMENDATION FIVE: Evaluate the policy of providing monies for new sport and recreation facilities where the provision of a child-care area and/or washrooms and showers for both sexes has not been considered. In other words, make these items a condition for a grant.

RECOMMENDATION SIX: Conduct a publicity campaign on fitness directed specifically at women, especially those in the home. In conjunction with this, municipal authorities have to be made more aware of women's needs in recreation and sport (Recommendation 5, if implemented, would help).

RECOMMENDATION SEVEN: Once Recommendations 1, 2 and 3 have been accomplished, organize a province-wide, fully funded conference/workshop in order to obtain considerable public input as to future strategies and research needed to ensure sex equality in sport and recreation in Alberta. Until these recommendations have been accomplished, especially the appointment of a woman and sport departmental coordinator who advises the minister, then a conference is pointless.

APPENDIX

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RARELY HAVE WE ASKED WHY:

Reflections on Canadian Women's Experience in Sport[1]

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It has taken a long time but there is a growing interest among feminists in sport. On a practical level we see the exciting growth of alternative structures and programs designed specifically by and for women such as the Women's Sports Foundation in the USA, women's running clubs, wilderness groups offering outdoor experiences exclusively for women, specialized magazines like Women's Sports and Fighting Women, and the feminist health movement which is finally beginning to take an active interest in physical fitness.

Feminist literature, on the other hand, is virtually devoid of discussions about sport. This should not be surprising since no matter what the intellectual tradition, it has been fashionable to consider sport so trivial and insignificant that to waste time and words studying it was perceived as a senseless pursuit. Elizabeth Janeway, for instance, suggests Man's World, Woman's Place, that just as women's skills once necessary for feeding and clothing mankind have deteriorated into hobbies, so too have men's survival skills and prowess degenerated into sport. They have, she continues, become adult play which imitate the realities of work and become a substitute for living.[2]. No one denies that the very essence of sport and games is the sense of make-believe, spontaneity and freedom. In fact, one Canadian sportswriter has disparagingly labelled sports "the play-pen world" and the "toy universe". Despite its childish image, sport is incredibly pervasive, touching the existence of all individuals, male and female, at some point during their lives. Some grow to hate all forms of physical activity, others despise the crass commercialization of professional sport, but many find pleasure in maintaining a life-long fitness through some form of physical recreation. Feminists, however, even if they believe in its importance to one's general well-being, have not taken up the cause of sport and have, for the most part, dismissed discriminatory sporting practices as being unimportant compared to the real issues underlying the sexist nature of our society.

At the same time, most sportswomen and those involved as professionals in physical education, the recreation and leisure fields have shown little interest in feminism and the women's movement in general. Beyond the apathy there is often antagonism, resentment and unfortunate misconceptions.

Why is it so important to ask "why" and not just simply accept the sporting world as it is and get on with it? Why not accept the fact that there are fewer status alternatives available to women athletes, hence far fewer rewards (both psychological and material) and considerably less access to power and prestige? To do so is to accept a double standard for male and female athletes. Why, for example, must a professional woman athlete possess attractive features and a curvaceous body before she can benefit from lucrative product endorsements? We do not ask the same of our male athletes because, quite simply, they often become demi-god heroes regardless of how handsome or ugly they may be. Why, for example, are there no women members of the International Olympic Committee? Why, for example, do girls and women in contrast to boys and men, participate less frequently in fewer numbers in a limited range of sports and physical activities? Are boys more naturally predisposed to physical activity? I would suggest not. But time and time again, we as sportswomen accept all this and never, never, ask why it should be. To question the sex structure of sport is to challenge the very nature of the sex structure of society. It is, therefore, vitally important to ask "why".

What I wish to argue in this paper is that Canadian women have naively and complacently accepted their second-class status in the sporting world. For much of the past one hundred years there was little we could do about it given the restrictive and reactionary attitudes towards female involvement in an androcentric and patriarchal sports world. The sporting qualities and achievements of the dominant sex tended to provide the absolute evaluative criteria against which women were judged (except in those sports which possess obvious aesthetic qualities where it often worked in reverse - figure skating, for instance). Rarely was women's sport evaluated as something worthwhile in its own right without the illegitimate and irrelevant comparisons to the qualitatively different sporting achievements of males.

When describing and discussing women's experience in sport, it is important to understand what is meant by sport. Sport sociologists and philosophers agonize over the nature and precise meaning of sport, and are often more confusing than elucidating.[3] In this discussion, I use the term "sport" in the way I feel most people use it; that is, in its everyday sense. Quite simply, sport is a spectrum of physical activities which range from the more recreation, unorganized pursuits of uncommitted individuals through to competition at the highest levels, requiring a high degree of intense commitment and arduous training. The problem with this everyday use of sport as a generic term, in other words as something all encompassing and collective, is that a certain refinement is missing, and no distinction is made between the social reality of sport and the relationship of the individual to this reality. For example, much of the reality of sport is irrelevant to women. With the exception of golf, tennis and figure skating, very few women athletes have the opportunity to become professionals, earning their living on the circuit. Much sport on television is irrelevant to women - Canadian and American football, ice hockey, basketball, soccer, auto racing, boxing, etc. There is, therefore, both a subjective and objective dimension to an individual's involvement in what we call sport with its recreation-competitive continuum. Subjectively, and there is no difference here for males and females, individuals define for themselves the relative primacy of recreation and competition for any particular sport situation, or indeed their approach to sport in general. Objectively, there is an orderly hierarchy of competition which is pyramidal in structure. Whereas men are free to occupy all levels of the hierarchy, women often have a difficult time climbing to the top rung and in many sports it is completely impossible. It has been this way since the beginning of organized sport for women.

Let us briefly review the history of women's sport in Canada over the past one hundred years. The backdrop will provide a basis for understanding why the sports world is so slow to change and why Canadian sportswomen themselves have been even slower in pushing for reform.[4]

The 1860s and 1870s saw the beginning of female participation in Canadian sport, albeit extremely limited and somewhat passive - fox hunting, tobogganing, ice skating, roller skating, swimming and croquet were the only acceptable activities simply because voluminous skirts and Victorian ideas kept women out of many more. Except for riding habits and bathing suits, women's sportswear was unheard of in this era, and so the enthusiastic skater or tobogganist was often at a loss for suitable and practical apparel. Croquet, proclaimed by Harper's Weekly as "the greatest outdoor game for women yet invented", presented little problem since the appeal of the game lay in its courting value which no doubt was greatly enhanced by the occasional glimpse of an ankle.

The real beginning of women's sport in Canada occurred in the last two decades of the nineteenth century; everything that had gone on before was merely a prelude with its purpose not in exercise but innocent amusement. There was a revolution in women's fashions, the new styles often the outcome of participation in vigorous activity. The heyday of crinolines and corsets was fast disappearing; and in their place came the bicycle skirt, the bloomer costume and the golf suit, ladies' sportswear had finally become necessary and fashionable. There was tremendous growth in organizations and clubs, sport being no exception. Middle-class women in organizations such as the Women's Christian Temperance Union (1883), the National Council of Women (1893), and the Women's Institutes (1897) found themselves actively drawn into some area of social reform and many more into the suffrage movement. Through suffrage they sought the power to achieve reforms in family, property and labour laws affecting women and children.[5] Among other things, the National Council of Women took up the case of sport, declaring: "To the young, the strong, and the rich, the choice is wide and varied; but to the poor, the busy, and the woman who is no longer young, the problem of athletics on ever so modest a scale is a difficult one".[6] Particularly in Eastern Canada where access to the major urban centers was easier, women's sports clubs mushroomed and championships were instituted. As educational opportunities for young women expanded so did their interest in exercise and physical culture.

The safety bicycle was seen as the great liberator and did more to increase women's participation in sport than anything else in this era. As the Toronto Globe pointed out, "one bicyclist wearing an advanced costume does more towards furthering dress reform than a score of theorists, writers and lecturers".[7] Luckily most women did not succumb to the ridiculous suggestions of permanent physical damage and immorality, to say nothing of the controversy surrounding the contentious bloomers; rather it brought them to realize that more vigorous sports like tennis and racquets, basketball, ice hockey, curling and golf were all within their capabilities.

Throughout the early 1900s the so-called "modern" woman, no longer bound by Victorian ideas but still hesitant to show her ankles, ventured into most forms of physical activity. The only sports which remained strictly forbidden were those where body contact was possible and, if an invasion was imminent, the men made rules to prevent it. Women could compete so long as they did so with their own kind. In 1914 the Canadian Amateur Athletic Union was resolute in its determination to prevent women from competing or giving athletic exhibitions in games or meets where men or boys were entered. But despite the voices of protest from medical authorities, less liberal minded women and, of course, the male sporting fraternity, the modern sportswoman had become a reality by World War I. The mushrooming of clubs, organizations, union and leagues demonstrated that women were seeking greater control in their sporting affairs. Power, however, was as illusive as ever since most facilities were controlled by the men's clubs and organizations; women members, although usually welcome, had little control over the policies affecting them.[8]

Although wide-scale mobilization of the civilian population in Britain during the Great War (1914-1918) enabled large numbers of women to enter occupations or engage in activities previously impossible because of their sex, Canadian women did not experience the same magnitude of freedom. Certainly there was a growing labour shortage as the war dragged on and eventually women were recruited to solve the problem. For those who did not have to or want to work, the war effort took on a voluntary nature essentially directed at maintaining the home front. Since by and large these were the same women who had the leisure and inclination to participate in sport, their involvement became almost a patriotic duty. Local tennis and golf tournaments, and occasionally swimming exhibitions, were sponsored in aid of the Red Cross or war orphans. Although most national and provincial championshops were cancelled, a few international matches went ahead and contributed financially to the war effort. Rather than showing a marked decline due to the war, women's sport continued to flourish and in some ways benefited for it was "up to women to carry the sacred torch of sport in the absence of men bent on sterner sport".[9]

By the 1920s, 15.5 per cent of the labour force in Canada consisted of women with only a small percentage increase since the turn of the century. Remarkably few married women worked (3 per cent).[10] Marriage, coupled with work, at least among middle-class women, was rarely possible if not by reason of legislation then because it simply was not done. Women were segregated in job ghettos, as they are today, primarily in personal and domestic service, as teachers and nurses, in clerical work and sales, and in the clothing and textile industry. Two contradictory images of women existed simultaneously. On the one hand she was lauded as the ideal homemaker, feminine and maternal, morally superior to men but requiring protection; on the other hand there was concern that too much education and work experience might destroy her maternal instincts.[11]

This contradiction between the feminine/maternal/weak and the masculine/efficient/strong image of women was also reflected in woman's sport in the 1920s and early 1930s. Some have called it the Golden Age of sports activity for Canadian women.[12] Although this is probably an over-statement, in some ways is correct. It was an era when Canada produced world champion speed skaters, basketball teams, swimmers . . . and dominated women's track and field at the 1928 summer Olympics in Amsterdam. Spectators flocked to support women's basketball and baseball; women's teams were sponsored by private patrons; radio stations carried women's sporting events live; and several newspapers employed women sportswriters who wrote special columns on women's sport. Organizations governing women's sport were either reorganized or founded and flourished as women strove for autonomy in their sports. But at the same time as girls and women were striving to escape their athletic chains of the past and revel in this newfound freedom, many influential voices of alarm were being heard. Most of this concern came from the United States where in 1923 the Women's Division of the National Amateur Federation condemned the then current emphasis on competition for women and stated flatly that it would henceforth support the "fun for all and all for fun" philosophy behind girls' and women's sports. Physical Education in Canada in the 1920s was in its infancy and many women in the field, particularly in Eastern Canada, went to the United Stated to attend graduate schools or conferences.[13] They too began to have doubts about the desirability of highly competitive sports and unfortunately we have suffered from this legacy of doubt for over fifty years.

As the mid-1930s approached and the Depression was at its worst, there were signs that the so-called Golden Age of women's sport in Canada was over. The reactionary attitudes towards competition for females were taking hold; and commercialized professional sport for men was on the rise, meaning that boys' and men's sports were given priority of access to public facilities; spectators were drawn away from women's games to the exclusively male professional sports like ice hockey, football and baseball; it became increasingly difficult to find sponsors for women's teams, and the newspapers were turning their attention away from both men's and women's amateur sport.[14]

World War II took its toll on women's sports as it certainly did men's. Although many of the leagues continued, nobody took it very seriously. All international competition was cancelled until the 1948 Olympics in London. During the war, the mobilization of women into industry was merely "for the duration". In the immediate post-war era, through government legislation and simple peer pressure, married women were forced to return to the home and unmarried women were channelled in to the traditionally female occupations.

From the immediate post-war period until the early 1960s, Canada could boast of some highly successful international women competitors, although all individual sports. In 1948, Barbara Ann Scott won the Olympic, World and European figure skating titles. A sixteen-year old student, Marilyn Bell, became the first person of either sex to swim across Lake Ontario in 1954. Whereas Canadian women won but a single medal in the summer Olympics between 1952 and 1964, they were a force to be reckoned with in the Winter Games - skiers Lucille Wheeler and Anne Heggtveit, and figure skaters Suzanne Morrow, Frances Dafoe, Barbara Wagner, Maria Jelinek, Petra Burka, Debbie Wilkes all were medal winners or world champions. By force of circumstances countries like Canada, Australia and the United States had not suffered nearly as much as Great Britian and the European countries from the deprivation and chaos of war; therefore, this sudden splurge of international success they all experienced should not be surprising. For women, it was also a time of family consolidation, suburbia and, as one writer put it, "embodying the ideal female existence according to the prevailing ideology".[15] In sport, the ideology held true to form. Women could compete without derision and in the international arena in those activities which were either traditionally acceptable, such as swimming, tennis, golf, athletics and skiing, or appropriately feminine, such as figure skating and gymnastics. Marriage and family were the expected outcome after a short-lived athletic career.

Where do things stand today? The Canadian sports environment is very much dominated by professional male sport, specifically ice hockey and football, and to a lesser extent baseball. Media coverage, a good deal of which is American in origin, is almost entirely about professional sport. Amateur sport, and by implication much women's sport, is relegated to a position of minor importance if and when it receives coverage. On the other hand, a major American television network recently gave several weeks' coverage to some ridiculous pseudo-athletic contests between cheerleaders from the American football league. There are only a handful of professional women athletes in Canada - a few golfers and tennis players and very recently a few softball and basketball players have joined newly formed professional leagues in the United States. At the international level, Canadian women continue to be successful, in fact, more successful than their male counterparts, particularly in the Commonwealth and Pan-American, and less so the

Olympic Games. However, at the college and university level where quite often in Canada large amounts of money are budgeted for sport, men's teams receive more attention, funding, coaching and better access to facilities.

At the school and community level, although there has been a rapid expansion in Canada in recreational opportunities for girls, funds are not divided equally, public recreation programs still provide more competitive sports and leagues for boys than girls, and the integration of boys and girls on teams is often rejected arbitrarily. Although age group swimming, for example, is totally integrated, many similar programs such as ice hockey, football and baseball, are no more than breeding grounds for the professional leagues with girls virtually always excluded. Nevertheless, women are starting to combat this problem with sports of their own. Women's field hockey, for example, has become sufficiently well organized in the last few years to sponsor junior development programs, clinics and leagues. Ringette (similar to ice hockey but without the physical contact) has been designed specifically for girls and now provides athletic competition for thousands across the country.

Little has been said throughout this discussion about adult women's physical recreation and leisure. From a historical standpoint, what women did in their everyday existence was rarely recorded, leaving us with very little information about women's leisure time activities in the past. As for the present, we are only now beginning to gather information and to understand women's leisure patterns.[16] It is also extremely difficult to make any valid cross-cultural comparisons about leisure activities since national studies, when they are carried out, often collect and analyze information in different ways. Despite the problems, it is remarkable how similar women's physical recreation and leisure patterns are, at least in western countries.[17] The constraints imposed by marriage, family and possibly work (over forty per cent of all married women in Canada are in the labour force) are very real to women who, in many cases, place their interests and leisure pursuits far behind, if not to the point of total exclusion, their commitments to the maintenance of a household. What is particularly tragic, is that often when married women with families do pursue their own interests, they feel guilty for doing so. On the bright side, something seems to be happening recently as more and more women, particularly middle-class professionals, are showing an increasing interest in a fitness-oriented lifestyle.

What is being done to break down the ideological, legal and institutional barriers preventing girls and women from participating fully and without criticism in competitive and recreational sport? Within the Canadian context, women in sport have been the focus of several conferences beginning with the National Conference on Women and Sport in Toronto in May, 1974, followed by provincial conferences, for example, in Ontario (June, 1974), Saskatchewan (October, 1975 and March, 1977), British Columbia (October, 1975) and Alberta (January, 1977). The most recent national conference held at Simon Fraser University in March, 1980, focussed on The Female Athlete.

A few Status of Women Councils in Canada have made women's sport a special area of concern, beginning with the recommendations of the Royal Commission on the Status of Women (1970), the implementation of which are monitored by the Canadian Advisory Council on the Status of Women. Provincial advisory councils on the status of women currently exist in six of the ten provinces (Saskatchewan, Ontario, Quebec, New Brunswick, Nova Scotia, and P.E.I.) but, to my knowledge, only three of these councils have placed any special emphasis on the female in sport, physical education and/or recreation. The Ontario Status of Women Council has published a booklet entitled "About Face: Towards a Positive Image of Women in Sport." The Conseil du statut de la femme in Quebec has paid particular attention to sport and leisure in their recent and extensive study of Quebec women ("Pour les Quebecoises: egalite et independance, 1978"). Similarly, a Nova Scotia task force on the status of women made several substantive recommendations concerning the physical health, sports, recreation and leisure needs of Nova Scotian women.

Again at the federal level, the Minister Responsible for the Status of Women released the Canadian government's intentions regarding the "World Plan of Action" adopted in 1975 when the United Nations proclaimed 1975-1985 as the Decade of Women. The plan outlined the Federal Government's "commitment to the women of Canada to equalize opportunities and ensure progress through a series of specific changes to government legislation, policies and programs".[18] Unfortunately, the Fitness and Amateur Sport Branch's "plan of action" body may restrict participation to "every male person". These cases are brought forward under the denial, on the basis of sex, of the "services or facilities" provision of all human rights legislation. The legal arguments make it clear that sport-related cases under such provision had never occurred to the original drafters. This is in marked contrast to human rights legislation in Great Britain and Australia where such "problems" were predicted and exceptions dealing with competitive sporting activity were incorporated directly into the relevant sex discrimination Acts.

In Canada, these cases present an embarrassing legal problem, borne out by the fact that several of them have had to be heard at three different judicial levels. They have also been slow, taking three to four years to be resolved. Given the critical ages of complainants, the matter is usually academic by the time a final verdict comes down. They are instructive, however, because they focus attention on the sometimes ludicrous arguments brought forward by defense counsels to maintain the status quo: boys would play "softer" if girls were on the field or ice rink in view of the young male's upbringing and chivalrous attitude toward girls; sex-segregated sports are better and more suitable; fears of "invasions of bodily privacy"; boys' greater size would put girls in a precarious and dangerous position (despite the fact girls are usually bigger than boys at the ages we are talking about here!). They are perhaps best summed up by a male hockey official who, when asked what harm a girl would do playing on their all-star team, stated emotionally:

> I don't know. It's my personal opinion; I feel it in my heart. I don't believe it's appropriate and I don't feel it will do society any good.[20]

What these cases do is bring public interest, concern and pressure to bear on eliminating unequal, sex-discriminatory sport and recreation programs. Many parents and coaches no longer blithely accept the lack of sport opportunities for their daughters. More importantly, sport and recreation agencies and organizations, most of whom are dependent on public facilities and funds, can no longer sustain the argument that they have no moral and legal obligation to provide equal opportunities for both sexes.

What can be done? The first step along the road to achieving power and personhood in sport is to recognize that the change cannot come only from within sport itself. Those interested in changing the sports world for betterment of women must themselves become part of the more global feminist revolution. So often I have heard my female colleagues in sport and physical education say, "Oh, I'm not a women's libber or even a feminist, but I think . . ." and there follows a whole litany of "griefs and beefs" which challenge the very heart of the patriarchial sports world. More often I hear: "Heck, I've succeeded without any trouble in this so-called male world. I've never had any problems, so who needs this feminism stuff anyway?" Such attitudes are surely no longer acceptable. All women must develop a feminist consciousness in sport as in other issues.

For women actively involved in sport, no matter what the level, to question and ask "why" would be the first step towards developing a feminist consciousness. Why should there be sex-segregation and not integration in athletic programs? Why should girls and women have unequal access to funds and facilities within public sport and recreation programs? Why should it be the right of minor sports leagues to provide programs (in public facilities and with public money) for boys only? Why must there always be unequal representation among women within the organization structure of sports where both sexes participate equally. Why do we need male "protectors" like the International Olympic Committee who refuse to allow women to run more than the 1500 meter race when thousands of women are showing themselves quite capable of running a 26 mile marathon? Why do we allow usually sensible people to rage against contact sports for females on the grounds that such activity will irreparably damage, among other things, their naturally protected reproductive organs, whereas the fact the exposed male genitals have to be protected is never considered problematic?

Once having asked questions such as these, the next step would be to take action. This will not always be easy given, for example, the nature of the Canadian legislative system. Unlike the United States where Title IX of the Educational Amendment Act exists (no one shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subject to discrimination in any educational program or activity receiving financial assistance from the federal government), we do not have in Canada a similar mechanism with which to rectify past injustices within our educational system. The effects of legislation like Title IX are dramatic, and the improvements and benefits to girls' and women's sport programs in the United States have been truly remarkable. It also produces problems since the price of parity is costly and women's sport programs often become carbon copies of male models which are sometimes neither rational nor particularly humane. Such legislation, however, allows for serious discussion of issues which may never get a hearing in Canada: single versus separate physical education classes and athletic teams; athletic scholarships; unequal expenditures; differences in regulations; recruiting procedures and practices; equality of opportunity in obtaining teaching, coaching and athletic administrative positions; merged versus separate structures; funding and salaries; and most important of all, differing philosophical beliefs among men and women in sport.[21]

Whatever action is taken must be undertaken within some sort of philosophical, indeed ideological, framework. The basis of feminism is a radical and revolutionary re-evaluation of the sex structure of our individual cultures, that hierarchy of the sexes based on gender roles and statuses, and until women in the sporting world recognize this, fundamental change at whatever the level will not be possible. A feminist should not accept the notion that women although different are physically inferior to men and therefore require special consideration and protection. A feminist should refuse to accept the dogma that boys are more naturally predisposed to athletic activity than are girls. A feminist should challenge the stereotyping of human traits on a masculine/feminine dichotomy as having no useful function other than to accentuate the oppressive nature of our society for both females and males. A feminist should realize that play, games and sport are probably among the most potent oppressive agents of our society; paradoxically they are also among the greatest liberators.

NOTES

1. This paper is based on a keynote address given at the First National Conference on Women, Sport and Physical Recreation, University of New South Wales, Sydney, Australia, January 20-23, 1980. The author is also grateful to the Social Science and Humanities Research Council for financial assistance during a 1979-1980 sabbatical leave.

2. Elizabeth Janeway, Man's World. Woman's Place: A Study of Social Mythology (London: Michael Joseph, 1971), p. 265.

3. One of the best definitional analyses of sport is found in Chapter One of John W. Loy, Barry D. McPherson and Gerald Kenyon, Sport and Social Systems (Reading, Mass.: Addison-Wesley, 1978).

4. Much of the material in this section comes from my unpublished master's thesis, "A History of Women's Sport in Canada Prior to World War I," University of Alberta, 1968.

5. Introduction, in Linda Kealey (ed.), A Not Unreasonable Claim: Women and Reform in Canada, 1880s-1920s (Toronto: The Women's Press, 1979), pp. 1-14.

6. Elizabeth Mitchell, The Rise of Athleticism Among Girls and Women, Report of the Third Annual Meeting and Conference of the National Council of Women of Canada (Montreal: John Lovell & Son, 1896), p. 106.

7. The Globe, 4 June 1885.

8. Marian, I. Pitters-Caswell, "Woman's Participation in Sporting Activities as an Indicator of Femininity and Cultural Evolution in Toronto, 1910 to 1920." Unpublished master's thesis, University of Windsor, 1975.

9. Ibid, p. 81.

10. Women at Work, Ontario 1850-1930 (Toronto: Canadian Women's Education Press, 1974), pp. 266-281.

11. Mary Vipond, "The Image of Women in Mass Circulation Magazines in the 1920s," in Susan Mann Trofimenkoff and Alison Prentice (eds.), The Neglected Majority: Essays in Canadian Women's History (Toronto, McClelland and Stewart, 1977).

12. See, for example, Jean Cochrane, Abby Hoffman and Pat Kincaid, Women in Canadian Life: Sports (Toronto, Fitzhenry and Whiteside, 1977), as well as S.F. Wise and Douglas Fisher, Canada's Sporting Heroes (Don Mills: General Publishing, 1974).

13. Helen Gurney, A Century of Progress: Girls' Sports in Ontario High Schools (Don Mills: Ontario Federation of School Athletic Associations, 1979).

14. Cochrane et al, op, cit., pp. 48-55.

15. Anne Summers, Damned Whores and God's Police, Penguin Books, 1975.

16. For an excellent review of the available literature, see Margaret Talbot, "Women and Leisure", A State of Art Review for the U.K. Sports Council - Social Science Research Council Joint Panel on Sport and Leisure Research, 1979.

17. See, for example, Leisure - An Inappropriate Concept for Women? (Canberra: Australian Government Publishing Service, 1975) for Australian data; M. Ann Hall, "Sport and Physical Activity in the Lives of Canadian Women," in R.S. Gruneau and J.G. Albinson, Canadian Sport: Sociological Perspectives (Don Mills: Addison-Wesley, 1976) for Canadian data; M. Ann Hall, "Women and Physical Recreation: A Casual Analysis," Unpublished doctoral dissertation, University of Birmingham (England), 1974 for British data; and Dorothy A. Richardson, "Women and Physical Activity: A Sociocultural Investigation of Primary Involvement," Unpublished doctoral dissertation, University of Georgia, 1974 for American data.

18. Towards Equality for Women, (Minister Responsible for the Status of Women, Government of Canada, 1979), pp. 26-27.

19. For more information on the status of academic women in physical education in Canada, see M. Ann Hall and Patricia A. Lawson, "Womansport: Implications of the Changing Roles of Women," Position paper written for the Second National Conference of the Canadian Council of University Physical Education Administrators, Brock University, May 9-12, 1979. For a discussion of intellectual sexism in physical education, see M. Ann Hall, "Intellectual Sexism in Physical Education," Quest, 31(2), 1979, pp. 172-186.

20. Abby Hoffman, "Towards Equality for Women in Sport . . . A Canadian Perspective," Momentum: A Journal of Human Movement Studies, 4(2), Summer, 1979, pp. 1-15.

21. See, for example, Patricia L. Geadelmann, Christine Grant, Yvonne Slatton, N. Peggy Burke, Equality in Sport for Women (Washington: AAHPHER Publications, 1977).

WOMEN AND SPORT

WILMA G. WINTER

This paper deals with a discussion of the current attitudes and practices that tend to discriminate against the full involvement of women in all aspects of sport participation, leadership and administration. The paper discusses the importance of sport in our society and the ways in which traditional male/female role expectations remain despite rapid technological advances. The paper discusses attitudes and biases that affect women's involvement in sport and offers recommendations to change outdated attitudes. Recommendations for governments are also given.

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INTRODUCTION

This issue paper was commissioned by Alberta Recreation and Parks in recognition of the significance of women and sport as a sport issue of increasing consequence in contemporary society. Two widely accepted ideals today are the belief that physical activity and sport have social value (i.e. are good for people); and the individual should be fully developed physically, mentally, socially, spiritually, aesthetically and emotionally; however, when it comes to practice, it usually turns out that sports are a lot "gooder" for the male than the female (Matthews, 1974:56).

It will be demonstrated that women have not had equal access to sport and that society has not promoted their participation in a manner equal to the encouragement given to males. The time has come to strive for equal encouragement, accessibility, and participation for all Albertans, including girls and women. One of the basic tenants of a democratic society is the defense of the rights of others. Women are entitled to all the rights possessed by men without discrimination, as provided by the United Nation's Universal Declaration of Human Rights. It is obvious that discrimination against women does exist. The recommendations offered in this paper are aimed at removing this discrimination. The discussion of women and sport will be divided in four sections: this Introduction, The importance of Sport in Our Culture, Women's Experience in Sport, and finally, Conclusions and Recommendations.

The importance of sport in our culture presents evidence of the expanding interest in sport; a willingness by Canadians to import American culture including American sport heroes; and a national forgetfulness regarding Canadian athletic achievements. Particular reference is made to the Golden Era of women's sports in Canada including the environmental factors which fostered and supported women athletes at that time. A theory is proposed to help explain the secondary status of women in society including women's secondary role in sport. Finally, an argument is presented that technology has freed girls and women from the tyranny of "nature", but that the myopic cultural view of women in sport has not kept pace with technological changes. The result is that options and alternatives that should be, are not yet available to girls and women in sport.

Women's Experience in Sport presents the roots of sexist attitudes regarding women and sport. Several examples of social actualities perpetuating cultural biases and the cyclical phenomenon of cultural biases perpetuating sexist social actualities are presented. The "femininity-masculinity game" is described together with an opinion that the end of society's prescribed sex-role would free girls/women as well as boys/men to fulfill their innate potentials. Finally, blatant and subtle examples of bias and discrimination against female sport participation are presented.

Conclusions and Recommendations calls for a proactive role by government regarding women and sport issues in the future. Social inequalities are self-perpetuating; therefore, rather than adopting an "evolutionary" philosophy and accepting slow changes over time, this paper recommends a major commitment by the government to facilitate change by adopting woman and sport as a high profile issue.

THE IMPORTANCE OF SPORT IN OUR CULTURE

Clues to the importance of sport in our culture are all around us. In a recent year Americans spent six billion dollars on sporting goods (Kleindienst et al, 1978). Current television coverage of sport goes far beyond the week-end afternoon time-slot it occupied ten years ago. Professional major league teams mushroomed from 57 to 173 in eight sports during the decade of 1965-1975 (Siedentop, 1980:84). Sport literature is everywhere. The typical heroic sport biographies and descriptive books on specific sports have been joined by numerous specialist magazines. As well, a growing serious sport literature of increasing quality is exemplified by such works as James A. Michner's Sports in America, and George Leonard's The Ultimate Athlete. A major problem for Canadians is that these sport stories and most of the books, movies and other culture shaping media in Canada, are really products of another country and another society. We prefer to import a packaged product of another culture rather than develop our style, our expertise, and our definitions of ourselves. The "imported culture" has little if anything to say about us as a people. The obvious result is that since very little is written about Canadians, since few movies are made about Canadians, since even fewer movie theatres are owned by Canadians, since few comic book heroes are Canadians, the assumption is made that there must not be any Canadians worth writing about. The Americans are not to blame since Canadians have opted for the easy way out.

The result of our willingness to borrow the American culture is that we suffer from what Frank Cosentino (1978:10) calls "cultural amnesia". He argues that we know little about the role of sport in Canadian life. The majority of Canadian sport information has been disseminated in the instant media forms of radio, television and newsprint, and therefore, our Canadian sport history has been as short-lived as our memories. We have had sport heroes; we still have sport heroes, but most Canadians are simply ill-informed.

The growth of sport in the past several decades has been amazing, but many assume that our generation discovered sport in all its forms. We know little of the place that sport has enjoyed as a focal point in Canadian society. And, if it is true that we, as a society, know little about the historical roots of Canadian sport in general, one can readily surmise the dismal level of knowledge concerning Canadian women in sport.

In the midst of the current fitness boom, it is easy to imagine that progress in sport runs in a straight line; that Canadians, and especially women, gradually evolved from mostly sedentary creatures into a nation of athletes who work and sweat more, while having more physical fun than ever before in our history. Not so.

David McDonald (1981:4) claims that rather than a steady linear progression, what has actually occurred with women in sport is a somewhat cyclical phenomenon. "Thus we have a period from 1920 or so, through the Great Depression, and right up to the outbreak of World War II, that might well be called the Golden Age of women's sport in Canada."

The First World War broke down many of the barriers women had faced in joining the mainstream of Canadian life, just as the end of the Second World War erected new ones. Thousands of women filled office and factory jobs and took up what had always been considered male occupations. They also took to the playing fields and arenas of the country. Women competed at a high level in almost every conceivable sport including some such as hockey, lacrosse, and cricket, which even today are generally considered part of an exclusive male domain. Canadian communities took great pride in their sport successes. The emphasis was on team sports for both men and women. (Marion Lay: 1979:21) comments

> Women outside of Quebec were active sport participants and leaders. In fact, Canadian women dominated the Olympics in 1928, as they did

> organized national champsionships in sports most Canadians believe are traditionally male sports. Canada had oustanding teams like the Edmonton "Grads" basketball team and notable women sport competitors like Peggy Mathieson, Rosa Grosse O'Neil, Jean Wilson, and Noel MacDonald, to mention but a few. Canadian women were very active in the twenties and thirties in sport.

A University of Alberta sport historian, Barbara Schrodt supports the notion of a Golden Age for women in sport. Prior to the Montreal Olympic Games, Schrodt wrote

> It has been said that the real hey-day of women's sport in Canada was the mid-twenties to the mid-thirties. This proposition finds support not only in the performance of women at the Olympic Games, but also in the achievement of the Edmonton "Grads" basketball team. (1976:41)

Also in an article dealing with Canadian women at the Commonwealth Games, Schrodt states:

> From this brief survey of Canadian women at the Commonwealth Games, it is apparent that the past three Games have shown a marked improvement over the two post-war decades, and that we are approaching, if not surpassing, the heights reached during the 1930's. (1978:34)

The Golden Age was followed by a Dark Age (as Golden Ages inevitably are), from which Canadian women did not really begin to emerge until the late 1960s. This Dark Age came about as perhaps an unavoidable consequence of the Second World War. And following the war the national psyche (reflecting the economy) demanded a different kind of woman than had begun to emerge in the years between the wars. The housewife and mother role as prescribed for women in the post-World War II period was, it seemed a natural reaction for a society that wished to integrate a large number of men back into the work force and also to make up for its human loses by replenishing its population. With the Canadian male designated the breadwinner, most women moved out of the labor force, off the sport playing fields and back into the home. On the whole, Canada's sporting performances were highlighted by a few exceptional individual talents like Barbara Ann Scott and Marilyn Bell who would have excelled in any era. Women's sports during the Dark Age was an athletic doldrum marked by a severe lack of depth. McDonald (1981) says:

> Because of the relative mediocrity of the sporting performances of Canadian women between 1940 and Centennial Year, we tend to neglect the achievements of or athletic stars of the 1920s and 1930s and the environment that spawned and supported them.
>
> A crucial point raised by McDonald concerns the environmental support afforded women athletes during the Golden Age. Canada was a major force in women's sport in the 1920's and 1930's although women's sport was slowly and only grudgingly being accepted at the international level. When officials at the Amsterdam Olympics of 1928 were hotly debating the inclusion of women in track and field on the grounds that such activity might prove harmful to the female reproductive system, the newpapers in Canada largely derided these quaint views. Canadian culture gave positive support to female athletes in the form of public acceptance and prestige. Despite limited opportunities for Canadian women on the international sporting scene, support in Canada was enthusiastic and visible. Almost 5000 fans turned out to watch the Canadian women's track and field championships and Olympic Trails in Halifax in 1928. The Edmonton "Grads" were largely self-sufficient based on their popularity at the box office. Women athletes were often able to find corporate and individual sponsors to support their training and competition. Women's sport received enthusiastic coverage in the sport journals of the day especially when prominent women athletes like Myrtle Cook and Fanny "Bobbie" Rosenfeld began writing for some of the country's major newspapers (McDonald, 1981).

When women were not writing about sport, often they could be found coaching other women or starting athletic clubs of their own. In 1932 Bobbie Rosenfeld coached the women's track and field team at the British Empire Games in London. Golfer Ada MacKenzie pioneered the world's first golf facility exclusively for women when she spearheaded the development of the Ladies' Golf and Tennis Club of Toronto.

Obviously women participated in the world of Canadian sports, not only as athletes but also as part of the sport delivery system. They were actively involved in securing their own opportunities and advancement in the sporting field because the cultural climate, the cultural environment not only permitted their participation but actively supported it. Popular ideology sanctioned exploration and expansion of sport experiences with women fully contributing to that cultural and personal task.

The Dark Age for women in sport following World War II and continuing right up to the 1960's can be explained when one studies the social situation of that era. As mentioned previously society wished to integrate large numbers of men back into the workforce and also to make up for its human losses by replenishing its population. It was believed and perhaps quite rightly, that women could not adequately fulfill both the mother role and the athlete role at that time in our history. When it is deemed important to the maintenance and perpetuation of society, sex-role stereotypes are evoked and enforced by social sanctions.

When roles and activities are assigned to members of society solely on the basis of sex, women's procreative and nurturing functions are highlighted. These "mother" roles are closely linked with nature.

In her article "Is Female to Male as Nature is to Culture?", Sherry Ortner (1973) discusses the universality of women's secondary status in society and constructs the thesis that women are identified with nature, and that nature, in turn, is defined by culture (identified with men) as being of a lower order of existence to itself. Since nature is primarily concerned with procreative functions and culture with generating and sustaining institutional structure, men's activities have been much more diverse and less constrained by cultural expectations.

Sport is a cultural product rather than a biological inevitability; therefore, it follows that male involvement in sport is expected and reinforced; whereas, female participation is not. According to Mary

Duquin (1979:194), women's traditional social roles result in a different psychic structure

> symbolically seen as the life-giver: passive, submissive, private, natural, idiosyncratic, expressive, chaotic, disorganized, subordinate, uncontrolled, an ascribed being. Man is, however, symbolically seen as the life-risker: active, aggressive, public, cultural, rule governed, instrumental, goal-oriented, organized dominating, competitive, controlled, an achieved being.

An examination of the male list attests to how fully the sympolic attributes of maleness are intergrated into the concept of sport. A game is described by Avedon and Sutton-Smith (1971:405) as "an exercise of voluntary control systems in which there is a contest between powers, confined by rules in order to produce a disequilibrium outcome."

If one takes note that a game is "an exercise in voluntary control systems," woman represent uncontrolled, untamed, involuntary. Several events in a woman's life are involuntary exercises (e.g. menstruation, childbirth). A game is also "a contest between powers confined by rules". Observation suggests that it is the public male world which is ordered and rule governed. Finally, a game is played, "in order to produce a disquilibrium outcome". Man is the one who operates in hierarchies established by a dominance order which is achieved, while woman's place, by contrast, is ascribed to her so that no public contest is necessary to fulfill her life pattern. In other words according to this thesis, man must win his position and establish his status by achievements, while woman is born to her biological role. Because women give birth to all babies, children are also seen as being closer to nature. Thus, culture must provide a vehicle which will help half these children (the males) make the transition from their tie with nature/mother to their place in the adult culture/male. In many cultures the vehicle provided is sport or a form of sporting activity. Therefore, on the societal level, sport can be seen as a bridge between nature and culture, a bridge that serves as a male rite of passage or puberty rite. On the individual level, sport can be seen as a means of personal transcendence, an existential bridge from one's existence (simply being born) to one's personal culture or essence (individual achievement).

Ewald Nyquist (1974:26), in discussing the positive values of sports, listed:

> the thrill of fulfilling one's talents, of realizing one's potential for good; the sobering understanding that there are people who are better than you in something; working in harmony with others, even sometimes to one's own disadvantage; the meaning of guts; the exaltation of knowing that the body is finely tuned and physically fit; the understanding and savoring of the practice of ethics, of being fair in competition with others. Above all, athletics teach a sense of excellence. To excel means to go beyond one's last performance, whether that is in music, business, writing, art, political statesmanship or athletics. In other words, we all have the ability to do more than we think we can.

However unfair or wasteful of human resources it may be, sport as a bridge to culture, as a means of transcending nature, has been a sanctioned aspect of male but not female experience in traditional societies. Woman's general exclusivity from sporting activities has been more a consequence of the belief system of the culture which proscribed her exerience in sport than on any physiological limitation (de Beauvoir, 1953).

Given that culture is valued over nature, it follows that society would tend toward a state which would expand culture and minimize the extent of nature's control. The vast success of technology as a bridge to culture has resulted in a shrinking of that which is nature's sphere of influence (i.e., that which is uncontrolled and unpredictable), and an enlarging of that which is culture's sphere of influence. The technological explosion and knowledge explosion have produced visible and viable alternatives in every aspect of life. Technology has made life more complex with greater occupational choice, a wider variety of lifestyles, and greater mobility. The likelihood of rapid change necessitates more frequent decision making and value clarification.

Technology's control over natural functioning has had its greatest impact on securing for women control over their reproductive functions making childbearing a choice rather than a necessity. Indeed, the very foundations of women's close ties with nature are in the process of alteration as reliable contraceptives, birth outside the womb, sexually equalitarian distribution of domestic and childrearing tasks, and psychological androgyny become more achievable and acceptable life options. The visibility of alternate lifestyles and culture's shrinking of nature's realm has led and will continue to lead woman into a more existential life pattern. It seems to follow then that the concept of sport will come to be viewed from a more phenomenological perspective in a world where expanding alternatives allows variation in interests, functions, and actions. Such diversity will be the result of a culture large enough to be supportive of creative alternatives. While the effects of yesterday's culture resulted in the production of a myopic view of sport which severely circumscribed women's participation in that experience, the effects of tomorrow's culture will be the sanctioned exploration and expansion of sport experiences with woman fully contributing to that culture and personal task.

Woman is not "in reality" any closer to (or further from) nature than man since both have consciousness and both are mortal. But, there are certain reasons why she appears that way, which is what the preceding discussion has tried to explain. The result of this "appearance" is an efficient feedback system: various aspects of woman's physical, social, and psychological situation contribute to her being seen as closer to nature, while the view of her as closer to nature is, in turn, embodied in institutional forms that reproduce her situation. The implication for social change is similarly circular: a different cultural view can only grow out of a different social actuality: a different social actuality can only grow out of a different cultural view.

So, who is going to make the move to change the social actuality-- the day by day experience of women in sport? Should we look for leadership from university physical educators? Earle F. Zeigler in talking about preventing "future shock" in physical education and sport, did not hold much optimism. After describing the rapidity and all-pervasiveness of change in many different aspects of life, he said we (physical educators) have no choice but to develop a readiness and an awareness that will enable us to "modify out postures" if such modification seems necessary. Zeigler (1974:15) states:

> Education at all levels is facing such "shock" right now, and the educational structure may be in for remodeling that is in no way anticipated by any of us. And, unfortunately, many of us in physical education and sport are seemingly so rigid in our outlooks that we don't give evidence of recognition that something is taking place! And often, even if we do recognize the outlines of evolution, there seems to be a pitiful plea for a return to the good old days...

Sport and physical education do not have a very noble history regarding women and sport. Daryl Siedentop (1980:212) even claims it is unrealistic to expect that sport and physical education should differ dramatically from other societal institutions in the manner in which these issues are approached.

How does society in general view women in sport? Abigail Hoffman (1976), a female Canadian sport hero and an outspoken women's advocate, stated that Canadians in general still believe in certain myths regarding women's participation in sport. Myth 1: Females are not physically capable of being good athletes nor are they emotionally stable enough to withstand the rigors of sports. Therefore, females are not likely to enjoy sports. Myth 2: Women athletes are unattractive. Myth 3: Women are injury prone. Myth 4: There are no barriers, social or physical, to women's involvement in sport, and the relatively low numbers of girls and women participants is the result of lack of desire by girls and women to participate. Myth 5: Women have not traditionally been involved in sport.

Some of the effects that these myths have had on the status of women in sport are that, women have not been aware of, or been proud of, the fact that they have a Canadian history in sport and that they have a legitimate right to participate. Currently the opportunities for girls and women to participate in the sport of their choice does not exist either at the grass-roots level or the international level. Women are limited in or excluded from competition in such sports as wrestling, ice hockey, cycling, football, boxing, sailing and others. The myths have affected the availability of opportunities for women to become leaders within the sport delivery system. Due to the myths, many women and men erroneously feel that women do not have the capabilities, knowledge, or right to hold positions of power within the male-oriented sport structure. So, even when statistics reveal that very few women are in policy-making, decision-making positions in the sports hierarchy, no corrective actions are taken.

There is no formal system to deal with the issue concerning the status of women in sport. More often than not the situation arises where a male-dominated organization is the only "pipeline" available to make requests on behalf of women to a male-dominated decision-making organization. Canadian women are currently at the receiving end of policies and decisions of the male sport heirarchy.

Why? Why have Canadian women, who historically were leaders as athletes in amateur sport, not been given the responsibility, accepted the responsibility or chose the responsibility to lead amateur sport? In our society women are not expected to be leaders, even of other women. If exposed to sports at all, the socialization message given to females encourages a closed-skill, individual sport player. Females are encouraged to be players who focus on their own behaviours in a relatively stable environment rather than being cognizant of, reacting to, or attempting to control a changing environment.

WOMEN'S EXPERIENCE IN SPORTS

Women are socialized to focus on their personal actualities (private view) rather than to develop a wider, more cultural perspective (public view). If the girl or women is able to conceptualize herself as an athlete, she will be more likely to pursue her interests and potential as an athlete.

In the article "I Am Not Athletic by Nature," Ann Hall (1974:16) discusses her research concerning woman and sport. Her study was ..."to identify the psychosocial correlates of female athletic involvement to explain women's active participation in sport and physical recreation and the noticeable lack thereof."

On an observational level, girls and women simply do not take part in sport as much as boys and men; but surely the values of sport which were listed so glowingly by Nyquist earlier in this paper, should be equally valid for men and women, boys and girls. Every girl and woman deserves ..."a fair chance to develop whatever physical capabilities she may possess in a manner that suits her developmental needs and her recreational and competitive desires." (Hoffman, 1974:66).

Mary Duquin (1979:197) suggests that girls exhibit lower levels of interest in sports because of sex-role socialization practices which steer them away from physical activity. Childhood socialization is a major factor in determining the interests, aspirations, and future activities of males and females. When Janet Lever (1979:199) analyzed children's playtime activities, she found that play and games contribute to the preservation of traditional sex-role divisions in society.

In a study done in Edmonton, Linda Kennedy (1977:22) examined the mother-daughter relationship and its influence on female sport socialization. Her data suggested that the mother may be a prime factor in influencing her daughter's initial sporting interests. These findings sustantiate Hall's (1974:20) conclusion that the essential antecedent, or the necessary condition for female sport socialization, is a family background which considered active involvement in sport not only important but a worthwhile leisure activity.

If these sporting experiences in the family context are positive, the female participant will build confidence as her athletic competence increases. She needs to develop skill to bolster her self-concept and her self-image. Then, perhaps she can weather the negative circumstances she may encounter in the wider community. What has occurred, however, is that most girls do not picture themselves as competent performers. The cultural view of females in sport is negative.

On the playgrounds and in the gymnasiums of this country, the words "sissy" and "tomboy" still police the culture's sex roles. Children are perhaps the most sexist of all age groups. Although there is no connection between human sexuality and passing a football, the accusation "You throw like a girl" can banish a boy from his team and from his gender. The nickname "butch" can move a girl to defend her "femininity" with ribbons in her hair or lace on her tennis clothes, or to apologize for her competence, or even to quit a sport rather than risk defamation. Although these situations are less frequent, the heritage of this kind of discrimination is still with us.

The risk involved is, of course, that associated with concepts of "femininity" and "masculinity". "Femininity" and "masculinity" are fictions invented to coerce us into sex role behavior. They have no objective meaning; each person's definition of these words is different and most are ludicrous. A person's sex is determined at birth; either you are female or you are male. There is absolutely no need to continue to "prove" that fact for the rest of your life. Someone female is feminine; someone male is masculine and all else is propaganda (Pogregin, 1980). But many people believe the sex-role propaganda.

"Masculinity" too often means tough, assertive and hard. "Femininity" too often means yielding, nonassertive, and soft. For example, boys play football while girls are cheerleaders. The girls' role is supportive and noncombative. Girls who step outside their prescribed roles are the objects of curious glances and off-color comments. The same phenomena is true for the boy or man who participates in dance. As Marie Hart (1974) pointed out, a person steps out of these sex-roles at the risk of stigma and negative social identity, whereas had they stayed within prescribed societal roles, they could have earned prestige and positive social identity through sport. Hart recommends that the masculinity-femininity game needs to be called off immediately if we are to meet the challenge of the times effectively. Lord and Hutchinson (1975:7) identify problems inherent in

> perpetuating myths about traditional roles and expectations associated with masculinity and femininity. For example, boys and girls are segregated at very young ages in most activity programs, and girls continue to be banned from the traditional male sports. At the same time, many boys feel they must compete and be aggressive in order to be accepted.
>
> Increasing physical activity options for girls, paradoxically will also help boys feel they can try other activities and need not be locked into the "male" sports. It is a hope, then, that the move toward sexual equality, while clearly benefiting girls, will also allow boys to become more sensitive human beings.

Cultural practices have slowly become more tolerant of women's participation. As women have become more visible in business and industry (the public world), attitudes toward their leisure roles are gradually changing.

A critical examination of current social conditions suggests that there are systematic biases against girls and women in our society which are mirrored in the world of sport. This author contends that these biases severely restrict one's understanding of females and limits their potentialities for growth and development. An understanding of the nature of these biases would be particularly beneficial for those people who have the power and the authority to facilitate change.

Recent recognition of the biases against girls and women in sport stems from increased concern for human rights in all areas of life. The psychosocial biases against females, and female athletes specifically, might best be considered on a continuum, ranging from severe physical and social restrictions to subtle social restraints. In some ways, the gross injustices are easier to eradicate than the subtle ones.

Canadians and Albertans have held what amounts to a middle-of-the-road position with regard to women in sport. The resources allocated to men's and women's sport have been unequal, it is true; but the disparity has never been as great as in the United States (Howell, 1974:14). It is difficult, if not impossible, to neatly categorize all biases on a single continuum. Perhaps at present it would be more beneficial to simply recognize the variety of biases which entrap a female in society, with particular reference to the female in sport.

On the surface the Alberta Schools Athletic Association (A.S.A.A.) seems unbiased. The total number of sports open to boys and girls are comparable at seven each. However, girls have fewer options in events: girls have the possibility of running only shorter cross-country courses, have fewer track and field events, and fewer gymnastic events. Therefore, although the height of recognition for school age athletes currently is the Provincial Championships sponsored by the A.S.A.A., girls have fewer opportunities to achieve status.

Buhrmann and Jarvis (1971) found that high school girl athletes obtain a considerably higher level of status achievement than their non-athletic counterparts. These researchers also found that the type of sport chosen by the participants did not appear to modify the consistently high level of status. Reporting of research of this nature should serve as a positive incentive to increase these opportunities to all girls and be followed by a flurry of activity to make options available. What actually happens is that sport facilitators are lulled into a state of inertia. The very leaders who could effect change believe that all is rosy, positive and good.

The A.S.A.A. Handbook states that each team participating in their sanctioned competitions shall be supervised by a member of the teaching staff of the school which it represents and specifically requires a woman to supervise girl's teams and a man to supervise boy's teams.

The supervision role says nothing about coaching. While one of the recommended standards for Ontario interschool sports programs is that girls' teams be coached by females (Macintosh, 1979:33), no such recommendation can be found in the A.S.A.A. Handbook.

Where are the role models for the female in sport? Carol Pooley (1979:30) states that ..."A socializing agent is an individual who encourages another individual entering into a society to accept values and exhibit the behaviours approved by the society into which the individual is being socialized."

The two types of modeling are imitation of physical action and acceptance of the model's social values. Although usually only successful models are imitated, the social power of the model induces imitation.

In every Canadian university fewer women's sports are offered than men's sports, which means there are fewer female athletes to emulate when those females leave the university setting and continue to participate as graduates. More men than women coach women's basketball and women's volleyball teams at the university level. In the athletic administration roles, where universities have one department serving both male and female students, only one athletic director is a woman. There is only one woman who holds a major adminstrative position as dean of a school of physical education in all of Canada. Of the sport information officers listed for universities, 18% were women and these were mainly attached to sex-segregated athletic departments (Canadian Interuniversity Athletic Association, C.I.A.U., 1980).

The social actuality reflects the cultural expectation. Since women are not expected to fulfill leadership roles, women do not even administrate or officate "women's" sports. Male involvement in sport is expected and reinforced; female involvement is not.

The assumption is made that women will not serve leadership roles; and therefore, in fairness and to "guarantee" that women have a voice, one woman is assigned the task, as in the Alberta Schools' Athletic Association, ..."to serve as a major spokesman (sic) for the girl's athletic program." (A.S.A.A. Handbook, 1981:10).

One in six members of the executive is therefore a woman; three of twenty one members of the zone executives are women, although conceivably more woman could serve.

The Handbook uses the generic "he" in discussion of the President, Past-President, and Vice-President. Here is another subtle bit of discrimination. The language we use to discuss bias is biased. A prime example of how language makes females invisible is the use of generic forms--the use of the male to signify human beings in general, as in terms like "mankind" and the use of "he" to refer to singular nouns of unspecified sex, (Everyone take his seat).

Jessical Murray (1973) says that language reflects the "archtypical assumption" that all people are male until proven female. For example, the supposedly generic and neutral meaning of "man" is often confused with the male meaning. The philosophical question, "How does man see himself?" is answered with, "as a salesman, a doctor, a lawyer". The scope shifted from man, the specied, to man, the male. The paradox results where women are part of humanity but conceptually excluded from it, or there would be no reason for such modifiers as the "female" in female dentist.

The unconscious assumption that the "real" participants in sport are male and that females are interlopers in male terrain, is supported by team naming practices. Witness the number of women's teams that are obviously named after their male counterparts. For example, the male athletes at the University of Victoria are the Vikings, the females are Vikettes; the men at UBC are Thunderbirds, but what is a Thunderette? Or a Huskiette? Or a Cougette, unless a miniature, less important version of "the" team.

The language either excludes females as in when a woman is a doctor, society seems to require the clarifier "woman" doctor; or the language makes women invisible as in the generic "he", "his", etc. to mean both men and women; or the language trivializes women by making them "ettes" and "esses" of the important named group such as in poet and poetess, or Cougar and Cougarette.

Another subtle bias is the inclusion of a second of what Siedentop (1980) calls the "isms" of the 70's, ageism. Even when people are "liberal" enough in their thinking to include girls and young women in their concepts of active sport participants, they often are biased against the sport and physical recreation pursuits of older women or senior citizens.

The assumption that all older women are housewives is exemplified by Charles Hobart's study into recreation in the City of Lethbridge completed in the early 70's. Th general aim of the study was to ascertain the recreational needs and interests of the citizens of Lethbridge and the degree to which available programs and facilities were geared to the interests of the people they were supposed to serve. The goal was to identify "recreationally underprivileged" areas and underprivileged age-sex components of the population in order to design the programs for compensation of deficiencies.

Since the study looked at recreation in general, only a few questions concerned athletics in particular. As might be expected active athletics were reported as most enjoyable by a relatively large percentage of respondents in each of the occupational categories; however, the percentage of housewives who reported this activity was lower than that for home-oriented activities (Hobart, 1970:161). According to the data two main groups could be considered recreationally underprivileged (or socially isolated): housewives and those over 55 years of age. Of the housewives, over half said they wanted to try active sports (Hobart, 1970:415).

The net effect of the accumulation of these biases is devastating to the vast majority of girls and women who might develop into lifelong sport participants if they could conceptualize themselves as athletes or members of the sport delivery system.

CONCLUSIONS AND RECOMMENDATIONS

Blatant examples of sexism in sport are easily recognized. In a discussion of women's interuniversity athletics, Mary Keyes (1974:23) states that the most pervasive and difficult issue is a cultural attitude which minimizes the values inherent in athletics for girls and women in general. This attitude is reflected in our universities in terms of resources such as faculty, budget and facility allocations. For too long women coaches have condoned their inferior positions and have not pressed for the necessary time and resources required for a superior athletic program. Often people who "should" be pressing for change have been those whose jobs are the least secure.

Budget allocations were the most dramatic example of the perceived lack of worth of the women's intercollegiate program by their individual universities. Barriers to women's full participation in sport which are most pervasive however, are more subtle and more difficult to define. This is the visual and verbal behavior that may be embarrassing or obnoxious but may not carry consequences that are precise or immediate. The visual "put down" includes the lack of media coverage of women's sport, the lack of pictures showing women as skilled and competent performers, the "special" or the half-time show for the men's game but not for the women's game, the publicity posters that announce games but never show a female player.

Obviously when a society tries to solve major social problems, there are conflicts produced. Change of any kind produces stress. The conflicts seen from one side, offer challenges and opportunities for great advancement and progress; but, seen from the other side, the same conflicts threaten deeply ingrained patterns of behavior and almost always require a redistribution of societal resources. Inevitably, this redistribution involves taking resources from the "haves" and spreading them more equitably among the "have nots". It should also be clear that despite laws and governmental sanctions, the "haves" tend to resist major redistribution of their powers and resources. Thus, the conflicts are continuous, and progress is often slow.

Sport has been among the more conservative societal institutions in dealing with sexist issues, so that progress for women in sport has been slower than in other areas of society. It is clear that regardless of the relative slowness, sport and the sport delivery system can no longer ignore these issues. Issues of woman and sport must be dealt with forthrightly in the future.

If a different cultural view of girls/women in sport can only grow out of a different social actuality, and a different social actuality can only grow out of a different cultural view, it is clear that the situation must be attacked from both sides. Efforts directed solely at changing the social institutions--through setting quotas on hiring, for example, withholding grants to municipalities that discriminate against females in the provision of sport and recreation programs and resources--cannot have far-reaching effects if cultural language and imagery continue to purvey a relatively devalued view of women. But at the same time, efforts directed solely at changing cultural assumptions--through male and fem consciousness-raising groups, for example, through revision of educational materials and mass-media imagery--cannot be successful unless the institutional base of society is changed to support and reinforce the changed cultural view. Ultimately both men and women can and must be equally involved in projects of creativity.

George Leonard (1975:17) views the women's liberation movement as

> one of the most powerful game-changers of them all. When you start changing the context provided by the usual sex-roles, when you start questioning what it means to be a man or a woman, you are reaching back into prehistory. You are playing around with one of the oldest games on this planet. But this game also is inevitable, and its outcome will be, inevitably, surprising.

Only then will women be seen as aligned with culture, in culture's ongoing dialectic with nature.

Recommendation 1: Non-sexist policy statement: That Alberta Recreation and Parks adopt a proactive policy regarding (1) equality of opportunity for both sexes to participate in sport and physical recreation; and (2) include a large representation of girls/women in establishing policy guidelines for sport and physical recreation.

This recommendation recognizes the desirability of using government organizational, administrative and promotional expertise where possible to assist girls/women in planning for and directing their own future in sport and physical recreation.

Recommendation 2: Non-sexist language: That Alberta Recreation and Parks (and hopefully the entire Government of Alberta) adopt guidelines for non-sexist language in all communications. The American Psychological Association has such a publication manual which could serve as a reference for creating appropriate Canadian/Albertan guidelines.

Recommendation 3: Non-sexist visuals: That all Alberta Recreation and Parks communication bulletins not only avoid generic use of male nouns and pronouns when content refers to both sexes, but that visual materials show girls and women actively involved in sports and physical recreation, and that these materials be carefully screened to show athletic females in the most favorable light.

Recommendation 4: Women's Sport Consultant: That a prominent, articulate, and effective sports woman be hired to manage a Women's Sport Bureau within the government hierarchy. The Women's Sport Bureau should be a specially funded government organization that would support, encourage and subsidize sport and physical recreation for women.

Recommendation 5: Advisory Council: That a Provincial Advisory Council on Women and Sport be established. Ideally this council should liaise with a Provincial Status of Women Council who would make sport and physical activity opportunities for women an area of concern. The terms of reference for the advisory council would include among others: (1) identify gaps in the provision of opportunities; (2) monitor the efforts and actions of government, sport bodies, recreation agencies, and educational institutions; (3) react to discriminatory practices relating to the sport environment by proposing corrective actions to the government.

Recommendation 6: Governmental Cooperation: That the Alberta Women's Sport Bureau "tap into" programs and services provided by the federal government and assist federal endeavors concerning woman and sport.

The Canadian government through Fitness and Amateur Sport Canada (FAS), recently launched a special program to promote leadership and participatory opportunities for women. The program, which received approval in November 1980, is being funded by $250,000 of FAS lottery revenue. The Minister responsible for Fitness and Amateur Sport, Gerald Regan, stressed that the program is intended to encourage female involvement at all levels of sport, both as leaders and participants. Regan cited studies confirming that women are under-represented in leadership positions in sport and intends this program to re-dress this situation.

The current FAS Women's Program has been fermenting for a decade since the 1970 Report of the Royal Commission on the Status of Women, which pointed out that fewer girls than boys participated in sports in Canadian schools, and recommended remedial action.

A National Conference on Women in Sport held in Toronto in 1974 provided an opportunity for delegates to exchange information, to gain a better understanding of situational and attitudinal factors which often restricted the participation of girls and women in physical recreation, to formulate recommendations regarding the role of girls and women within the existing sport structure, and to suggest means by which recommendations could be implemented through educational government structure (Lay, 1979:25). Of the 137 conference participants, provincial representatives, special guests, speakers, workshop chairpersons, and panelists, 9 were from Alberta.

A major purpose of the national conference was "consciousness raising" or increasing the awareness of the delegates who were selected to represent various parts of the country, concerning the issues involving women and sport. A number of women from more conservative areas were caught in the ideological/actuarial crunch and failed to follow through on the conference recommendations. The federal government "scene" was so far removed from these women's grass-roots that no effective lobby could be mounted. The women's section of Sport Canada was discontinued in 1976 because it lacked support and effectiveness as an agent of change.

Recommendation 7: Planning workshop: That a planning workshop be held as soon as feasible to establish policy and directional guidelines for Women and Sport. The intent would be to integrate the Alberta delegates to the 1974 Toronto Women and Sport Conference into planning and facilitating positions wherever possible. These delegates could provide useful experiences and resources for making the recommendations from the Toronto conference specific, relevant and workable in Alberta.

Recommendation 8: Establish Data Base: That the Women's Sport Bureau use all available resources to establish baseline data concerning the current status of leadership positions in sport within Alberta government, universities, colleges; public, private and commercial sport delivery systems and sport governing bodies. The survey would lead to the publication of a provincial women-in-sport directory to establish a women's sporting network.

Recommendation 9: Promotional Campaign: That funding be made available to hire a sport historian to write a "book" of biographical sketches of Alberta's outstanding female athletes from the earliest days of our province's history to the present. "Living" history, in the form of personal interviews with female sport heroes, would be encouraged. People throughout the province would be encouraged to "nominate" prospective females to be included in the "book", thereby giving increased visibility to the project. Upon completion of this historically-based document, efforts be made to insure its widest circulation. Perhaps the study of Alberta sport personalities in curricular offerings, highlighting women in the history and development of Alberta.

Recommendation 10: Research: That sufficient funds be allocated to obtain research data on which to base decisions which will rectify the existing situation. It is one thing to have a "gut" feeling about the extent of discrimination against women in sport but quite another to have documentation of that bias.

The intent of the majority of the preceding recommendations is to provide a formal system which can be used in dealing with issues concerning the status of women in sport. It is of the utmost importance that women serve leadership roles in forging the policy for women and sport in the future. Hopefully, these recommendations will facilitate such an occurrence.

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SPORT AND THE NATIVE POPULATION

W. LITTLECHILD, B.P.E., M.A., LL.B.

This paper deals with major issues regarding sports and our native population. Such issues include federal and provincial jurisdictions, sport administration, sport leadership, sport development, competition, facilities and equipment, funding, organization and planning and research. The paper also presents recommendations on resolutions of these issues.

PREAMBLE

> "It is often said: 'What wonderful, natural ahtletes Indians are,' but somehow, we never quite followed up that statement to its logical conclusion - namely that sports and recreation development should be intensively pursued in Indian communities. It isn't at least, certainly not by the established Canadian sports and recreation associations. So we are treated every now and again to someone who can rise above this to attain a measure of success. But, I remind you that it's been a long time since Tom Longboat was at his prime."
>
> "(Hon. John Munro, Minister of National Health and Welfare. June, 1969)."

Since that address to the annual assembly of the Indian Association of Alberta in 1969, by the then Hon. Minister John Munro, there have been active pursuits in numerous Indian communities across Canada to develop sports and recreation programs. Acknowledging the fact that there have been numerous studies, as well, to support appalling statistics concerning the problems of Indian People; Indian leaders have set about attempting to alleviate the situation in conjunction with the National Fitness and Amateaur Sport Directorate.

There have been areas of concern identified, for example:

(a) Severe alcoholic problems
(b) High death rates
(c) Poor health conditions
(d) Disproportionate numbers of Indian inmates in penal institutions
(e) High drop-out rates with accompanying unemployment and general frustrating experiences associated with such social conditions.

Although these are very severe conditions that cannot be solved by one program, or increased funding from several different government agencies, it is advocated that sound, fundamental preventative programming is a more proper approach. The advantages derived from the social, physical, and mental development by sports, cannot be estimated in monitary terms, but can be seen by the re-kindled spirit and pride of Indian people.

During the past few years the Federal Government under its experimental support program for Native People, has identified specific needs for Indian communities to develop more sports and recreation programs. There has been development at varying degrees on regional and provincial levels. The provincial and territorial organizations have developed greatly and with accompanying benefits have progressed considerably in the ultimate goal of local development. Upon reassessment however, Indian leaders have continuously addressed themselves with improvements in all possible directions. Work remains to be continued at the leadership development, mass participation, and constructive use of leisure levels. Accompanied by proper national coordination, more realistic and reachable goals can be accomplished by and for future Indian participants. What is seen as necessary for the future is the total involvement of Indian Peoples at all levels of program and policy development. The single most identified need resulting from the past few years' programs is Indian input; without it, any continued programs will not be effective.

To stop the sports and recreation programs at this stage, would be to declare the past efforts and hard work by many people within the National Fitness and Amateaur Sports Branch and the provincial and territorial organizations, as futile and meaningless. What is proposed in the purpose of this presentation is a method by which there can be continued and more effective cooperation between all parties concerned such that there is in fact, intensive pursuance of sports and recreation development in Indian communities to make opportunities available for the many 'Tom Longboats' of the future.

FEDERAL OR PROVINCIAL JURISDICTION

One of the overlooked but very major issues regarding sports and the Native Population is the ever present jurisdictional conflict. Dichotomy regarding Native participation becomes evident in the following analysis:

The Federal Government has exclusive legislative jursidiction pursuant to: 'Section 91(24)' of the British North America Act for "Indians and Lands Reserved for Indians". The Indian Act was passed pursuant to this authority, and at least two jurisdictional arguments may arise under 'Sub-section 81 and 88' of the said Act. Also, the Health Clause under Treaty 6 may give rise to possible legal argument.

The Provincial Government, however, has been responsible for the Metis People and with recent trends, is also responsible for sports and recreation.

It becomes evident then, that it can be argued as follows:

(a) Because of the Federal Government's Trust responsibility for Indians (B.N.A. Act and Treaties) and the desire to maintain this responsibility, the Federal Government should continue to be involved with Indians including Reserve programs.

(b) Because the Indian Act - Section 81(m) allows Chief and Council to pass Bylaws regarding games, sports, etc., then proper jurisdiction is in Chief and Council and they may pass legislation adopting provincial programs.

(c) Because some Councils have not excercised their jurisdiction pursuant to 'Section 81' then 'Section 88' of the Indian Act introduces the laws of general application like the Alberta Recreation Development Act to apply on Indian Reserves.

(d) Because the Metis Peoples are under the provincial jurisdiction anyway, like the sports and recreation, then the Province is competent in inclusion of said Natives within their programs without jeopardizing the Indian Peoples.

(e) Assuming the proper jurisdiction is with the Chief and Councils of all forty-two (42) Bands in Alberta and all concurrently pass a Bylaw regarding provincial sports and assuming that without said Bylaw 'Section 88' becomes operational, so as to incorporate provincial legislation, then the Alberta Recreation Development Act, is applicable. Since there appears to be no problem with the Metis Peoples, then Native participation in sports cannot be restricted by legislation as it has been in the past.

(f) Because the Alberta Recreation Development Act applies, then amendments may be necessary so as to allow full Native participation.

(g) There will be political arguments against the above in that Indians accepting provincial services like recreation, implements the '1969 WHITE PAPER' and that it will affect Treaty Rights.

(h) Assuming that the prime concern is participation in sport, then the Indian/Metis split that arises from consideration of legislation can be overlooked to say that Native Peoples are eligible merely on the fact that they are Albertans as residents; the vast majority of whom are born in Alberta.

SPORT AND THE NATIVE POPULATION

INTRODUCTION:

In examining the role of the Provincial Government in providing sport and related services to the Native Peoples of Alberta, it must at the outset be mentioned that there are difficulties in maintaining one perspective. Firstly, one must be careful of the definition of "NATIVE", secondly, because of political precedence, there are three distinct areas involved: Indian Reserves, Metis Colonies and Urban Communities. Thirdly, this presentation cannot be specifically representative of all Natives in the Province of Alberta and ought not to be interpreted as such, because there has not been any local mandate to do so.

If it is accepted, that there is a possible new beginning and the underlying philosophy in the past has been not to differentiate between Treaty Indians and Metis for participation in sport, then general recommendations can be made.

ADMINISTRATION:

Again, because of geographical islands within the provincial boundaries, two sets of communities need to be considered, i.e., Indian Reserves and Metis Colonies. At the local level at least, within the Band Administration offices thoughout the province, there are Recreation Directors with or without additional staff that execute sports programs for their residents.

On the regional basis there was in place a Field Work Program to coordinate Reserves towards a Provincial focus, i.e. INSPOL, Indian Sports Olympics, however, as of March 31, 1981, this program will be non-existant.

What is needed is an administrative organization to replace INSPOL, to continue upgrading and coordinating local programs. Also however, are the Native Golf Association, the Indian Hockey Council, and the Native Summer Games Organizations, which function without administrative offices and staff at the present time. Each should qualify as a sports governing body under Admnistrative Grants as they involve a specific segment of Alberta residents that most sports' organizations do not assist.

LEADERSHIP:

The most critical area of sports for Native Peoples is still the development of Leadership at all aspects. There is still a great need to develop sport administrators, coaches, officials and recreation directors that would service the unique concerns of Native Communities.

Initially, the training must be designed in a manner that graduates of said programs can deal with Native situations more effectively. The social problems one has to deal with day-to-day can be a problem in executing programs in the community, i.e. the concepts of physical training and mental preparation for competition in athletics must be dealt with in a situation where time and winning may not be considered of any importance at all. One may be dealing with alcohol and its accompanying predicaments on a massive scale.

The diversities of communities must also be considered in that the levels of sport development are from one end of the spectrum of no development at all to areas of fairly sophisticated involvement. In the areas where there is no development, then the quality of leadership is important in abilities to organize, coordinate, or execute sports programs. The ages of participation will become a factor in some communities.

In terms of Provincial involvement with Native Communities, three areas must be addressed:

a. Where sport has not been developed; assess whether it is deemed to be important by the community and if so, then develop from the very basic fundamentals.
b. Where it is developed to some extent, then consider whether sports should be separate or integrated; and where it may be separate, it will require uniquely designed programs.
c. Where it is sophisticated, then integrated programs between communities must begin to be considered and actualized if it is decided that they would bring about positive results.

There are still areas where design of programs must be allowed to be developed by Native People. However, in order to bring about the best kind of catch-up programs, then the Native People to be involved, must be very highly trained in all aspects of sports development. It may be necessary to design a leadersip development program that will focus on the Native communities.

DEVELOPMENT:

Within the contexts of roles and responsibilities of the development of;
(a) mass participation of sports
(b) the elite athlete
What is necessary is to maximize the opportunities for both to happen. The support of mass participation programs at the Native community level, is necessary to encourage the actualization of mass programs. The natural exposure of the elite athlete will occur as in any community, however, the pick-up systems to allow the elite athlete to develop further, needs to be considered.

Sport in the Native culture is traditional especially survival - sports such as running, wrestling, combative arts, canoeing, archery, and so on. In the modern context, it is still very much a part of many communities even if only as a positive outlet for frustration. In others, it is an expression of equal participation in an aspect of the dominant society, yet in others, it is a part of physical fitness engaged in by individuals or collection of individuals. Where teams are in active pursuits as in league play, it provides an opportunity for spectator participation as a leisure activity or for the psychological benefits that can be derived. Further of course, is the total community feeling that is generated by the total aspect of sport participation.

COMPETITION:

One of the most important benefits that is derived from competition at the Native community level, is the opportunity to prove one self as an individual or as a team member. Success in sport as an experience can be a foundation for other kinds of development in the whole life style of the participant.

It has been said however, that competition and its promotion of success i.e. winning to be number one, is contrary to the Native cultural concepts of sharing and helping your fellow man, i.e. 'you always give your brother a chance'. Thus, training very hard to prepare for competition to win, becomes a difficult objective when it is merely the satisfcation of participation or the joy of effort that matters. The attitude of 'so what if you win' must be dealt with by a coach or administrator.

In the modern, changing context, it may take time to introduce integrated opportunities where there is history of Native and Non-Native participation, and both sides has accepted each other as fellow competitors. Because of the physical and geographical isolation of some communities, it will continue to be necessary to provide for segregated opportunities. The intra-mural concept of within Reserve participation can be continued and supported by inter-reserve competitions. Once people see the positive benefits of competition then gradual redevelopment of pride as Native People will be generated.

FACILITIES AND EQUIPMENT:

When 'INSPOL' started in 1969, there was one arena and three gymnasia (attached to schools) in the province. In the ten year development span there are now at least twelve arenas and sixteen gymnasia, and two golf courses, track and field facilities with schools, rodeo arenas, baseball and fastball facilities, tennis courts, and other play areas. Once where everything had to be rented, the communities have doubled and tripled.

Access to facilities as a problem has been cut down somewhat, but continues to exist in less fortunate areas and in some urban centres, where rentals are still very necessary.

The sports participation that require equipment are provided to a certain standard by its participants, however, the quality and use-control needs to be upgraded. Obviously, equipment that is taken care of has an increased life-span and use-span.

Sports selection and involvement has been based on facilities and access, and as a result, hockey, basketball, volleyball, boxing, fastball, rodeo, golf, track-and-field continue to be the major sports. The Native Summer Games concept has promoted minor sport participation where equipment is available, i.e. canoeing, archery, horse-shoes, tennis and gymkhana. Sports like cross-country running have always been strong, however, soccer, lacrosse, swimming, and wrestling, among others have not really attracted much participation. There must of course, be continued assessment of facilities and equipment to ensure their best and maximum use.

FUNDING:

There appear to be four sources of funding utilized presently for sport programs:

a. The Federal Government through its Department of Indian Affairs, National Fitness and Amateaur Sports, and the Secretary of State.
b. The Provincial Government: the Native Affairs, and the Recreation and Parks.
c. Band Funds
d. Private Sources.

The kinds of funds and their uses appear to be as follows:

- Capital Grants
- Program and project coordination

- Core funding
- Project assistance
- Programs and Clinics
- Facility and equipment purchase
- Staff and Maintenance
- Salaries
- Team Support
- Individual Team Sponsorship for equipment
- Travel and other kinds of assistance

In view of the above, one must not be misled by the total annual amounts that are expended, but look instead at the individual-annual expenditures. The most obvious conclusion that must be drawn, as probably everyone else does, is that there must be a very substantial amount of monies injected into Native communities for sport development per se, but for the following reasons:

(a) The Federal Government as of March 21,1981, will cease to fund Native sport and recreation programs. Unless this is maintained, the past developments will quickly be overtaken by corresponding negative consequences.

(b) The Provincial Government has never participated in supporting Native communities for sport as well as it should have because the Federal responsibility excuse has been available and well utilized. Disregarding the fact for a moment that these people are Native, in fact Alberta born residents, they are entitled to a fair share. In fact, the Province in retrospect, should be allocating more funds at this stage to this group to catch up with their slack.

(c) The Bands have not to date considered sport as a priority topic and therefore, should not be expected to be budgeting the already overdemanded Band funds they do have.

(d) The private sector has never contributed to the Native community at least to any significance, but have been extremely good at taking resources for their own benefits. A new injection of funds from the

Province could encourage new leadership areas to go after these private sectors for a return of funds for Native development. It is the 'writer's' opinion that funds might best be directed in the areas of leadership development, continued administrative support for up-graded coordination, and facility and equipment support.

In the long run, however, it must be up to each community, through its leadership, to determine where these funds must best be directed for their own community and their own members.

ORGANIZATION:

Within the Native community there have been or are at least seven major sport organizations; INSPOL, Indian Hockey Council, Native Golf Association, Native Summer Games, Fastball, Basketball, and Rodeo Associations. In addition to these organizations, the Metis Association and the Native Friendship Centre both have sports programs, as departments within their overall structures.

There is a very limited amount of inter-action between the existing various sectors of sport delivery systems and the Native organizations. Other then financial contribution, the Provincial Government's services could best be directed om the following areas:

(a) Increased staff involvement with Native communities at tne local level i.e. provision of sport expertise, whether at clinics or seminars.

(b) Increased effort to recruit Native involvement in existing programs, i.e. Summer and Winter Games.

PLANNING AND RESEARCH:

An immediate service that can be made is to do justice to the topic at hand by very thorough research into the areas discussed. Statistical data that are current will give a more accurate overview of the situation i.e., numbers of facilities, participants, and dollars.

Planning is essential in that a new direction must be undertaken. A collective effort is required to outline a new decade of sports and development on Native communities. It must be remembered however, that no amount of planning without Indian involvement will succeed. There must be expertise provided to balance out the plan with efficient and effective practises such that the development pace can be increased where it is deemed advisable to do so.

The past decade has proven one thing, that is that the practise of annual submissions for programs and budgets has not made it possible to plan effectively on a long range. The yearly trek to Ottawa to justify programs and expenditures has been a very costly process and can vastly be improved by allowing sport programs to plan development over a long range period, and make commitments on those basis.

CONCLUSION:

Although we have taken tremendous stride in the past, we can still be criticized that in ten years we still have not developed a professional athlete. It may be true, but we have developed some professional leaders because of their past participation in INSPOL Sport Programs. They have gone on to get training, returned to the reserves, and helped continue with local sport development, while others have gone on to broader leadership activity at the Council levels (Breaker, Johnson, Newborn, Woods, Makokis, Fox). There wee some that have been involved with Native programs to which we take no claim, but went on to national competition (Pruden, Jackson, Turnbull, Delorme). There are still others who have gone on to international competitions and have done very well at this level of participation (Cadieux, Wolfe, Johnson, Anderson, Hunt, Gladstone, Hodgson, Omeasoo, Samson). Those that have made it must be encouraged to return and assist with clinics and schools, i.e., Leach and Stevenson. However, they should not be expected to do this for nothing. With proper participation by the Province in allowing the Indian Peoples to develop at their own pace, you will see many more athletes develop in the future.

RECOMMENDATIONS:

a. The Provincial Government must begin to involve Native People fully in all aspects of sport development in Alberta as residents. The jurisdictional conflict that has been utilized as exculpatory must be altered to reflect positive clarification by passing new legislation and/or amending existing legislation.

b. The Provincial Government must give a written undertaking to the Indian People in Alberta that involvement in sport by accepting Provincial Services will not affect Treaty and other Rights that they presently enjoy.

c. The Provincial Government should consider financial involvement with the Federal Government in support of Native sport programs on a joint or supplement basis.

d. A new organization recognized as the sport governing body by the Native communities and the Provincial and Federal Governments must be developed to continue and upgrade coordination of local programs.

e A comprehensive sport leadership development program must be designed including certification to meet the specific needs of Native communities.

f. A system to allow the elite Native athletes to develop fully must be designed and implemented so as to provide maximum opportunities for Native athletes.

g. There must be continued new facility development on Native communities, while upgrading and maintaining improvements on existing facilities. Specialized training to develop programs that encourage better use of facilities and equipment must also be considered.

h. Any consideration for specific policy development regarding Native sport must continue to involve Native People.

i. Any sport policy development designed to meet specific needs of Native Communities must consider those communities long range goals.

j. The Provincial Government must substantially increase its present funding involvement for Native communities in the total context of sport development.

SOME CONSIDERATIONS CONCERNING THE SPORT NEEDS OF SENIOR CITIZENS AND DISABLED PERSONS AND THE GENERIC SPORT DELIVERY SYSTEM

DAVID G. ARSENAULT and VALERIE W. BLAKELY

This paper deals with a historical review and analysis of the involvement of senior citizens and disabled persons in sport and the present status of sport for these groups of participants. The integration, activity adaptations, and program modifications to suit the special needs of seniors, mentally and physically disabled. The paper also makes numerous recommendations to the Department in the areas of policy development, coordination, leadership development, participant development, facilities and sport delivery in general.

1. INTRODUCTION

Purpose and Significance of the Paper

This paper entitled "Some Considerations Concerning the Sport Needs of Senior Citizens and Disabled Persons and the Generic Sport Delivery System" was developed with two main thrusts:

- i) To review the historical development up to and including the present status of sport for senior citizens and disabled persons
- ii) To provide recommendations for the future development of sport for these populations.

This paper is deemed important in the sense that an effective sport delivery system within Canada and this province must include all populations and specifically the needs of disabled persons and senior citizens. It is perceived that this document will have a major role in ensuring the inclusion of senior citizens and disabled persons within the total system of sport delivery.

Limitations and Delimitations

The following limitations and delimitations have been placed upon the development of this paper:

- i) The imposed time line for completion of the study has restricted the assemblage of materials for consideration and possible inclusion.

ii) The limiting of the paper to two special groups could result in a fragmented approach when considering the relation of all special groups to the total delivery system for sport.

iii) Dealing with two special groups within one paper has reduced the ability to review the needs of each group in detail. It may also result in the sport delivery system treating all special groups the same rather than giving consideration to individual requirements.

iv) This paper has been developed in isolation of the other sport papers. In light of this, it may not include areas that are critical to sport delivery overall, special groups in general, or disabled and senior citizen populations specifically.

Assumptions

This study was designed in accordance with the following assumptions:

i) That the sport delivery system should and does wish to encompass all people within its service jurisdiction including senior citizens and disabled persons

ii) That the sport delivery system should and does wish to provide a continuum of service that would allow all people, including senior citizens and disabled persons, access to participate at their own pace to their desired level.

iii) That senior citizens and disabled persons do wish to be part of a sport delivery system that would include all people

Definitions

Special Groups

Those groups of individuals who have not received services or whose access to services has been inadequate in relation to a particular service delivery system; in this instance the sport service delivery system.

Disabled Person

"Disability is the loss or reduction of functional ability and activity that is consequent upon impairment (it is characterized by excesses and deficiencies of behaviour and other functions customarily expected of the body or its parts. It involves functional limitation and/or activity restriction)." (Special Committee on the Disabled and Handicapped, 1981:186)

Handicap

"... is the disadvantage that is consequent upon impairment and disability. (It represents the social and environmental consequence to the individual stemming from the presence of impairments and disability)." (Special Committee on the Disabled and Handicapped, 1981:186)

Impairment

"... is a generic term that embraces any disturbance of or interference with the normal structure and functioning of the body, including the systems of mental function. (It is characterized by a permanent or transitory psychological, physiological, or anatomical loss or abnormality, and includes the existence or occurrence of an abnormality, defect, or loss in a limb, organ, tissue, or other structure of the body, or in a functional system or mechanism of the body)." (Special Committee on the Disabled And the Handicapped, 1981:186)

Senior Citizen

Those individuals who are designated in the 65 plus age range.

Sport

"A human activity (non motorized) involving physical exertion (large muscle groups) and skill (mental and physical). It takes place in a competitive environment according to a set of procedural rules. Individuals engaged in sport are motivated by a personal satisfaction associated with participation. Training or preparation is also included because in order to develop a skill a certain amount of practice is required." (Information Package on The Sports Policy Study and the Sports Issues Paper, 1981:5)

Sport Delivery System

"The sum (or component parts) of the existing structure by which sport specific and sport related programs and/or services are provided in client groups. The sport delivery system comprises of organizations, institutions, agencies and associations at the national, provincial, regional and local levels. These groups are responsible for providing and encouraging sport specific or sport related porgrams and/or services in order to promote the development of a specific sport or sport in general. Interaction takes place within, between and amongst the components at the national, provincial, regional and local levels." (Information Package on The Sports Policy Study and the Sports Issues Papers, 1981:5)

Elite Sport

That level of sport which focuses on high achievement or excellence.

2. BACKGROUND

> In the last decade, the North American human services system has experienced tremendous redirection which has dramatically affected participation by special groups. As a result of these emerging theories and strategies, there has been increased focus on the inherent rights of the individual and the universal applicability of these rights to all segments of a given society (Tarrant, 1978).

As a basis for this redirection and increased focus, the formulation of specific terminology associated with these changing attitudes has taken place; words such as normalization, generic, integration and continuum of service have become commonplace and are definitely being applied to the sport delivery system.

While the terms are not used explicitly in this paper they provide the common framework by which a sport delivery system must consider special groups and they provide the background for this redirection. The information provided below attempts to provide a working understanding of the terms.

Normalization

Although the principle of normalization was developed and first practiced in Scandinavia, essentially with mentally handicapped persons, its underlying concepts have been utilized with a wide variety of groupings within out society. Initially, the term was defined by Nirje (1969) as representing the following ideals:

> "making available to the mentally retarded patterns and conditions of everyday life which are as close as possible to the norms and patterns of the mainstream of society."

Wolfensberger has provided further elaboration and broadens the parameters to establish greater relevancy to a wider range of disadvantaged groups. His generally accepted definition is:

> "Utilization of means which are as culturally normative as possible, in order to establish and/or maintain personal behaviors and characteristics which are as culturally normative as possible." (Wolfensberger, 1972:28)

In analyzing this definition, two major issues surface: firstly, the idea that this concept is culture specific and secondly that it is ultimately concerned with the development and maintenance of behaviours considered acceptable within a given society. The main goal is to ensure that disadvantaged people are provided with the most "normal" life experience as possible. This has resulted in the usage of the term "least restrictive alternative."

The concept inherent in the "least restrictive alternative" is that individuals must have the opportunity to experience various options such as physical recreation participation, sport specific opportunities, games involvement, etcetera.

To further define the principle of normalization, Nirje (appendix) has composed a poem which vividly portrays the actual "means" of creating an improved quality of life for disadvantated individuals. He discusses this in terms of the following areas:

- normal rhythm of the day - recreation/sport activities is a component
- normal rhythm of the week - recreation/sport activities take place after work/school and on the weekends.
- normal rhythm of the year - ability to experience season specific activities (e.g., skiing, swimming, etc.)
- normal developmental experiences of the life cycle - making and expanding friendships through sport
- having a range of choices, wishes and desires which are respected and considered - ability to choose the sport or activity without perceived notions or limitation

- living in a world made of two sexes - involvement with members of the opposite sex through sport
- the right to normal economic standards - to allow sport participation
- living in normal housing in a normal neighborhood."

Integration

The principle of normalization and its underlying theory of the "least restrictive alternative" has focused attention on the integration of disadvantaged peoples into the activities of our communities whether that be disabled persons, single parent families, economically disadvantaged persons, native populations or senior citizens. This process is a dynamic method of achieving the goals and objectives associated with the changing attitudes towards disadvantaged persons.

There are numerous myths which surround the process of integration and the most commonly held one is that integration is an either/or proposition. This is translated into the assumption that integrated services are inherently good or better and segregated or special services are inherently bad or wrong. Hutchinson and Lord, 1979 have explored this issue and offer the following insights

Integration is:
- a process and not an end within itself
- a process by which individuals can participate and enjoy experiences similar to other segments of society but is not being forced into impossible/unfair competition
- a process which provides the opportunity to upgrade skills and confidence but does not imply being denied special services when they are appropriate and necessary
- a process which ensures that individuals participate in community activities and experiences of their choice but integration is not the congregation of large numbers of disadvantaged people or the mixture of several persons who have different disabilities
- a process which provides support and additional services where necessary but is not only using services already in existence

- a process that means community support for changes in attitudes and policies; these must be reflective of the right of all people to have dignity, self-confidence and community involvement (Hutchinson and Lord, 1979:32).

Generic

The word "generic" is frequently utilized to describe a grouping of services or agencies providing services to non-disadvantaged persons. In order to clarify the usage of this word, one must review its traditional meaning which is the application of characteristics to a large group or class which are generally not specific in nature.

In the context of the sport delivery system, "generic" would encompass those organizations, agencies and associations whose major function is the promotion of sport for the general population. Primarily, this would be inclusive of the various levels of government (federal, provincial, local) and the numerous sport governing bodies and their affiliated clubs. Secondly, this would comprise YM-YWCA's, Boys' and Girls' Clubs, private sport clubs or facilities; e.g., golf courses, curling clubs, racquetball courts, etc.

Continuum of Service

The development and usage of "integration" models for sport appear to be based on the assumptions that sport is a basic life experience and all individuals, regardless of disability and limitations, have the inherent right to strive for achievement of their fullest potential. The life experiences associated with sport participation provide an extension of and a support for success and the control of one's environment. There is no question that "integration" models for sport do not supply the answers for all of the variables involved in the participation by special groups. It is clear that integration is not a universal process through which each individual progresses at the same rate or requires the same intervention. Therefore, the main purpose in the development of a service continuum for sport is the provision of a progressive step strategy which will assist individuals in the achievement of their fullest potential.

Unfortunately, the traditional approach in the conceptualizing of models has focused on the physical composition of the program group (specialized facility or community facility). Although these factors are vital in the development in the continuum model, the result of this orientation has been the creation of the assumption that segregated or special services are inherently bad and integrated services are inherently good. It is suggested that there is another component which must receive serious consideration - that is the basic program objectives. Within the steps described in Table 1, there appears to be two major identifiable program objectives - skill acquisition and upgrading of skills on the one hand and activity participation on the other.

This approach can best be described in terms of the relative importance of each program objective in the various steps of the continuum (Table 1). The true integration of the concepts of group composition, physical environment and program objectives is difficult and must be viewed in terms of over-riding characteristics and not in "pure" terms.

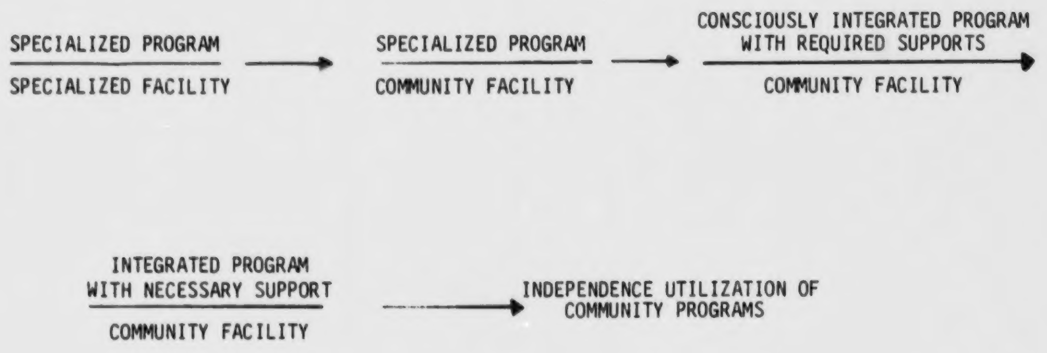
The following represents an attempt to "integrate" these concepts in a functional and workable model of a service continuum:

Table 1

SERVICE CONTINUUM

FOR

RECREATION


SPECIALIZED PROGRAM
SPECIALIZED FACILITY
→
SPECIALIZED PROGRAM
COMMUNITY FACILITY
→
CONSCIOUSLY INTEGRATED PROGRAM WITH REQUIRED SUPPORTS
COMMUNITY FACILITY
→
INTEGRATED PROGRAM WITH NECESSARY SUPPORT
COMMUNITY FACILITY
→
INDEPENDENCE UTILIZATION OF COMMUNITY PROGRAMS

(ARSENAULT AND WALL, 1979)

3. STATE OF THE ART

The Disabled Person Within Canada and Alberta

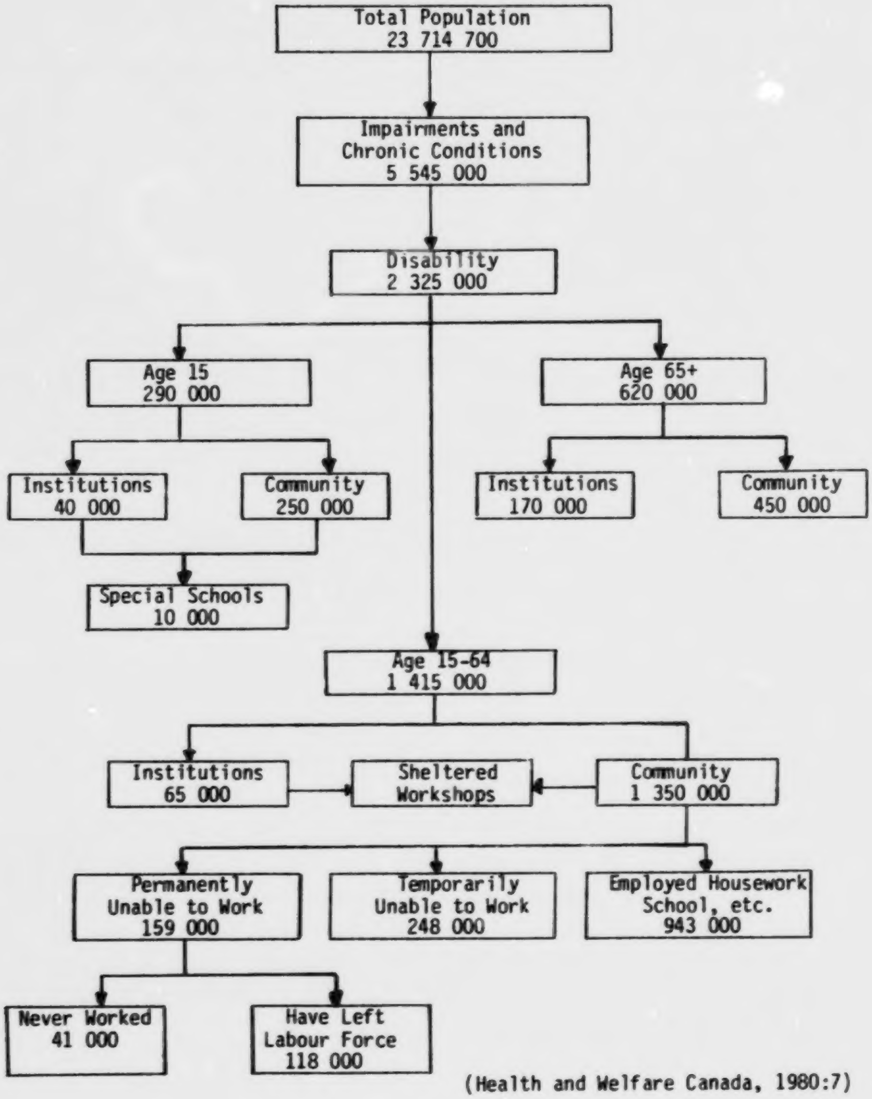
> Health and Welfare Canada has attempted to develop a composite picture of the extent and impact of disability in Canada, based on characteristics of the disabled population defined in accordance with the OECD criteria and the utilization of services and programs in Canada.
>
> Their calculations for 1979 reveal a global estimate of 2.3 million disabled persons or 9.8 per cent of the populaton, of whom 275,000 or 1.2 per cent of the total population are in institutions. Their figures show a slightly higher percentage of disable males (10.8 per cent) than females (8.9 per cent) for all ages combined. To this number they add a further 5.5 million persons with impairments and chronic conditions.
>
> For those classified as disabled, 1.4 million are of working age, of whom 45,000 are in institutions, 20,000 in sheltered workshops, but the majority of these, about three-quarters of a million are not limited in their principal activities.
>
> The number of children aged 0-14 who are disabled to a degree which restricts their daily activities is estimated at 250,000. Approximately 6,000 are in institutions for emotionally disturbed, 18,000 in institutions for the mentally retarded, and more than 7,000 in institutions for physically handicapped children." (Health and Welfare Canada, 1980:56)

Table 2 is the summary chart showing the estimated numbers and distribution of disabled and chronically ill persons in Canada in 1979 - by age, employment status in institutions, and in the community.

Alberta Social Services and Community Health has attempted to develop a composite picture of the extent and disability in Alberta. The calculation is based upon functional limitation within what might be interpreted as that population's major activity; e.g., the major activity for children is attending school and/or play activities. It is indicated that 12 percent of the males and 10 percent of the females in the total Alberta population have some functional limitation. Based on the present population of approximately two million people in Alberta this would indicate about 220,000 people.

Table 2

DISTRIBUTION OF DISABILITY IN CANADA, 1979

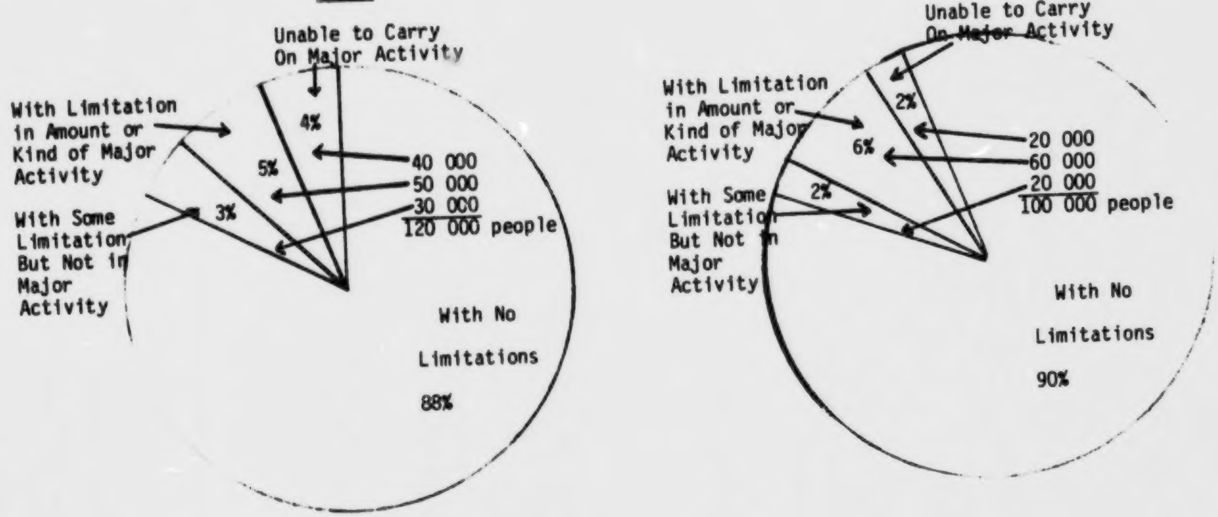

Total Population
23 714 700
Impairments and Chronic Conditions
5 545 000
Disability
2 325 000
Age 15
290 000
Age 65+
620 000
Institutions
40 000
Community
250 000
Institutions
170 000
Community
450 000
Special Schools
10 000
Age 15-64
1 415 000
Institutions
65 000
Sheltered Workshops
Community
1 350 000
Permanently Unable to Work
159 000
Temporarily Unable to Work
248 000
Employed Housework School, etc.
943 000
Never Worked
41 000
Have Left Labour Force
118 000

(Health and Welfare Canada, 1980:7)

Table 3

ESTIMATED DISABLED POPULATION FOR ALL AGES
BY LEVEL OF FUNCTIONING

ALBERTA, 1978



MALES

N = 985,606

FEMALES

N = 964,609

(Alberta Social Services and Community Health -
January 1980)

Table 3 shows the estimated disabled population for all ages by level of functioning. (Alberta Social Services and Community Health 1981) It is important to note that distribution of Alberta's disabled population does not necessarily occur equally by community.

Within Alberta each community may reflect different population distributions with regard to disabled persons. Some communities appear to have a lower proportion of disabled persons than other communities. Each community must be viewed on its own when looking at where disabled persons are located. It is beyond the scope of this paper to go into the population make-up for each community to determine the detailed distribution of disabled persons.

The Senior Citizen Within Canada and Alberta

According to Alberta Social Services and Community Health (1980:2) the percentage of the Canadian population 65 years or older remains at about eight percent. Canada is and continues to remain a very young country. The other countries that have very young populations are the developing countries and their population of 65 years of older is about three or four percent. Germany has the highest percentage of senior citizens at 16 percent of its population. The world average remains at six percent. Within Canada only Newfoundland, the Yukon and the Northwest Territories have a smaller percentage of senior citizens than Alberta.

Within Alberta the senior citizen population as of 1976 is approximately 7.5 percent. Based on a current population of two million this would mean approximately 150,000 senior citizens reside within the province. This population percentage is expected to remain the same until 2006.

There will be an increase in the absolute number of seniors in the province but the proportion is not increasing. One reason for this is the immigration of younger persons to the province, resulting in a relatively stable population overall.

The number of female seniors is growing at twice the rate of male seniors, a result of a longer life expectancy for females.

Another factor in relation to life expectancy for this population is marital status. In 1976, 39.2 percent of females 65 to 74 years old were widowed compared with 7.7 percent of the males. The older senior popoulation indicates 71.5 percent of the females 75 and older were widowed compared with just 25.5 percent of the males that age. There is also an indication that a substantially larger percentage of elderly females were living alone - some 32 percent. (Alberta Social Services and Community Health, 1981)

Seniors are moving from the farm to rural non-farm and small urban centres. This is true for the overall population as well as seniors and the senior shift is taking place at a slower rate.

The shift in Canada will be from a young dependency to an old dependency over the next 20 years. Alberta will remain fairly stable in this regard and in fact has a more favourable dependency rate for the future. (Alberta Social Services and Community Health, 1980:3)

As with the disabled population, one must take an in-depth look at each community and determine the relative numbers of elderly who are situated in that community. It is evident that the distribution is not even throughout the province. For instance, it would appear that concentration of senior citizens is found in the southern and east central areas of the province. (Alberta Social Services and Community Health, 1980)

Sport and Special Groups

The increasing acceptance of sport, through the promotion of participation and fitness has experienced a similar growth amongst disabled persons and senior citizens. This has resulted in a change in focus for sport development and participation as they relate to the groups discussed in this paper. That is from one dominated by a strong rehabilitation perspective to one in which the usual values associated with sport provide the essential motivation for involvement. The pure enjoyment, personal satisfaction and fitness components assume a major contributing role to this increased awareness of sport for special groups.

Following is a history including the significant events in the development of sport for disabled persons and senior citizens:

Sport for Disabled Persons

1) Physically Disabled Persons

The inclusion of physically disabled persons within the realm of sport is a recent phenomenon in comparison to the long history of able bodied sport competitions. Although sport for the blind and amputees had their origins in the pre Second World War period, the large number of persons seriously disabled during the second World War resulted in the revival of sport as an aid in the rehabilitation process (Guttman, 1976). This renewal, combined with the emerging philosophy towards rehabilitation which simply suggests "it is not what you have lost but what you have left that counts", created a conducive atmosphere for the introduction of sport into the treatment of paralyzed and other physically disabled persons (Guttman, 1979:45).

From these modest beginnings, Sir Ludwig Guttman of the Stoke Mandeville Hospital in England pioneered the use of sport in rehabilitation programs as a means of reestablishing self-respect and self-discipline in the disabled person. Additionally, sport participation formed one of the necessary bridges to the community and assisted in the process of re-introducing disabled persons into the mainstream of life.

Sport for physically disabled persons has experienced tremendous growth since its infancy in the late 1940's with the initiation of the first Stoke Mandeville Games in 1948 (with 16 athletes). The year 1952 represents the beginning of the Annual International Stoke Mandeville

Games for wheelchair athletes. This continuing progress can be seen clearly in the multi-disability events of 1980 which included the winter Olympics for the Disabled in Norway and the Olympiad for the Physically Disabled in Holland. Tremendous growth and change are evident in the increased number of competitions, the larger numbers of participants, and the overall improved performances. This demonstrates that the emphasis and motivation underlying participation is not moving toward the competitive aspect of sport and sport for excellence.

Increased knowledge based on sport for excellence, improved training strategies and intense training programs have resulted in greatly improved performance by disabled persons. The outcome has been a furthering of the acceptance of sport for disabled persons as a legitimate activity on a similar footing to able-bodied sport.

In Canada, the year 1976 is pivotal in the development of sport for physically disabled persons. In that year interprovincial competitions for wheelchair athletes were initiated as part of the Centennial Games concept (Co-ordinating Committee, 1978). During these competitions, the formal incorporation of the Canadian Wheelchair Sports Association occurred. Its initial major organizational decision was to award the first National Wheelchair Games to the City of Edmonton. Also during 1967 the City of Winnipeg hosted the First Wheelchair Pan Am Games.

From these small beginnings, sport for disabled persons has experienced steady growth although somewhat haphazardly. Despite problems such as organizational function and athlete identification, funding from various levels of government has ensured competition events at both national and international levels.

With the 1976 Olympiad for the Physically Disabled being held in Canada, the first major multi-disability games, the opportunity for formalized participation by blind and amputee athletes was provided. This was parallelled in Canada by development of singular multi-disabled national games under the title of the Canadian Games for the Physically Disabled. The funding mechanisms of the Federal Government encouraged singular disabled games which led into multi-disability games in Edmonton (1977) and St. John's (1978). As well, the formation of the Canadian Blind Sports Association and the Canadian Amputee Sports Association occurred.

Concurrent with the continuing development of major games, the Federal Government through Fitness and Amateur Sport endorsed the formation of a committee composed of representatives from:

- Canadian Wheelchair Sports Association
- Canadian Blind Sports Association
- Canadian Amputee Sports Association
- Canadian Association of Disabled Skiing
- Federation of Silent Sport of Canada
- Provincial Governments
- Federal Government

Due to its make-up, the committee was named the Coordinating Committee on Sport for the Physically Disabled. The group assumed the responsibility of exploring "the various aspects of competitive programs and making recommendations regarding the future directions of sport opportunities for the disabled." (Coordinating Committee, 1978:4) Endorsement was obtained from Fitness and Amateur Sport, the Interprovincial Directors of Sport and Recreation Council and from the various national sport governing bodies for the physically disabled to utilize an integrated approach in this investigation. From the research conducted by the Committee, the following key elements surfaced and formed the basis of the resulting action plans:

- coaching, officiating, leadership development
- games/championship/competitions
- participation development
- athlete sport programs
- facilities and equipment
- research
- monitoring and evaluation
- information

These areas provided the headings necessary for the formulation of specific action plans which contained short and long term objectives. Within this format, responsibilities were established for various agencies and organizations which had an impact on sport for the physically disabled such as Federal Government, provincial governments, national sport governing bodies, national sport agencies (e.g., Coaching Association of Canada) and provincial sport governing bodies. Additionally, the Committee developed a delivery model including mechanisms for monitoring and evaluation.

Also, during this period the Federal Government adopted a policy of inclusion of sport for physically disabled persons within the regular programs and funding mechanisms available to able-bodied organizations. The movement resulted in the consolidation of sport for physically disabled persons in Sport Canada within Fitness and Amateur Sport. This was verification that the Federal Government had adopted an integrated approach to funding this segment of the sport community.

As an outgrowth of the above noted events and from a recommendation from the Coordinating Committee (1979), acceptance was secured for the concept that sport for the physically disabled should strive to provide fair and equal competition, training and participation. In order to achieve this, a national symposium (1980) was convened by Fitness and Amateur Sport to explore sport integration for the physically disabled. This symposium assembled representatives from various organizations and agencies associated with sport for physically disabled persons and able-bodied national and provincial sport governing bodies.

Since the Canadian Symposium on Sport Integration for the Physically Disabled, Fitness and Amateur Sport has returned sport for the physically disabled to Fitness Canada (combination of Fitness Canada and Recreation Canada). This movement occurred in order to consolidate programs and funding under one consultant. Conversely, a number of provincial governments have centralized sport for the physically disabled in their respective sport units under the control of an able-bodied sport consultant (Ontario, Manitoba, New Brunswick, Nova Scotia).

The developments of sport for physically disabled persons in Alberta have closely parallelled those on the national level. Albertans have been significant in the formation of Canadian Wheelchair Sports Association, Canadian Association of Disabled Skiing and Canadian Blind Sports Association. This national focus has resulted in the rapid growth in Alberta from the late sixties to the mid-seventies. The inclusion of associations on sport for disabled in the regular provincial government sport funding programs commenced in the early seventies and the concept has achieved general acceptance. Presently, the various organizations, with the exception of Alberta Association of Disabled Skiing, tend to be highly centralized in the major service centers and serve a small specific clientele.

Although specific examples of integrated participation can be sighted, generally speaking. those organizations which serve disabled persons as their major client group still provide the majority of service (Montgomery Wheelchair Basketball League, Provincial Goalball Championships for the Blind, etc.). Through the recently held Provincial Conference on Sport Integration (1981), both organizations serving disabled persons and provincial able-bodied sport governing bodies expressed the desire to seriously explore means of providing increased opportunities in an integrated environment.

ii) Mentally Handicapped Persons

The development of organized, competitive sport opportunities for mentally handicapped persons can be traced to the late sixties. The rationale underlying this need was the apparent lack of suitable physical education programs for this grouping. It has been suggested (Shriver, undated) that 45 percent of the mentally handicapped children in the United States received no physical education prior to the initiation of Special Olympics. It has been further identified that a somewhat similar situation existed in Canada and Alberta (Freiler, 1974).

The sponsorship of Special Olympics by the Joseph P. Kennedy Jr. Foundation has provided, from the initial beginnings, instant credibility and the ability to attract highly influential individuals to the cause. The ultimate goal of the Special Olympics movement is: "To create opportunities for sport training and athletic competition for all retarded children" (Freiler, 1974:3.3). This is further explained in the following objectives:

- Provide motivation for the initiation of physical education and recreation programs where none exist and develop and extend existing programs
- Provide opportunities for athletic competition through local, regional, Provincial, National Levels
- To give each retarded person a "feeling of belonging" by offering him opportunity to participate and train with a group and be part of the team
- To develop pride of performance through a chance to experience success with recognition of his ability
- To demonstrate to the public the rights, dignity and ability of the mentally retarded within the community, province, and country.

The first Special Olympics games were staged at Soldier Field, Chicago in 1968 and provided a national competitive opportunity for 1,000 mentally handicapped individuals. The movement has expanded to encompass state chapters and programs in approximately 35 other countries. The competition cycle for the International Special Olympics is summer games ('79, '83, '87, etc.) and winter games ('81, '85, '89, etc.).

In addition, the Special Olympics movement has become involved in the development of relevant resource materials and programs dealing with sport, physical education and recreation for mentally handicapped individuals. Various manuals have been produced on training methods, skill development and game strategy plus information on the organization of Special Olympic's events. The program, Let's Grow Together, offers valuable suggestions and alternatives for parents.

The formation of Canadian Special Olympics under sponsorship of Harry E. Foster Foundation and with the support of the Canadian Association for the Mentally Retarded seemed to be a natural outgrowth of the American experience. The staging of national competitions has occurred in 1969, 1971 in Toronto; 1974 in Winnipeg; 1978 in Regina, and are planned for 1981 in Ottawa.

Due to the seeming lack of year-round programming and continuing focus on a large segregated event, the Canadian Association for the Mentally Retarded gradually withdrew its support. This caused considerable confliction and frustration at both the National and Provincial levels including the termination of Special Olympics' activities (Manitoba, Alberta, etc.). The last two years has witnessed the increased acceptance that Special Olympics does constitute a valuable and necessary component in the continuum of service model.

In Alberta, Special Olympics, known as the Alberta Special Games, were first held in 1970 in Calgary and were under the sponsorship of the Alberta Association for the Mentally Retarded. The objectives of Special Games were stated as:

a) to serve as a stimulus for the development of new and more comprehensive sports activities, recreational development and physical education for the mentally retarded

b) to serve as a significant form of social development

c) to demonstrate what mentally retarded persons can do in the athletic world, if given the opportunity

d) to encourage as broad a participation as possible

e) to bring about a greater sense of public understanding and recognition of the retarded.

Following is the historical development of the Alberta Special Games:

- 1971-73 period witnessed the Games alternating between Calgary and Edmonton with increasing participation levels (1974 - 900 participants)

- 1974 was a year of reassessment and modification as the Games adopted a philosophy which supported smaller, regional games. In this year, Games were held in both Calgary and Edmonton
- In 1975, the regionalization approach continued with Games staged in Edmonton (800 coaches and athletes) and Medicine Hat (350 coaches and athletes). Also, 1975 was the first involvement of mentally retarded individuals in the Southern Alberta Summer Games. This integration project appeared to be the first in Canada (Cain, 1976).
- Regional Games in Grande Prairie and Red Deer plus the continued involvement in the Southern Alberta Summer Games (development of film: "Good Sports Together") highlighted 1976
- 1977 saw Regional Games staged in Peace River and Calgary but the participation level experienced a decline. Again, there was involvement in the Southern Alberta Summer Games
- With the hiring of a recreation staff member in 1978, the direction adopted by the Alberta Association for the Mentally Retarded reflected a strong stand on the integration of mentally retarded individuals into community sport and recreation programs. This direction also represented the initial decision to seek involvement in the Alberta Summer and Winter Games.
- After attempts to stage Special Games in centers such as Grand Centre and Peace River were unsuccessful, a small local event was held in Camrose.
- 1979 has witnessed continued movement towards the integration of mentally retarded individuals in community sport and recreation programs. The two major events were the Southern Alberta Summer Games and the Alberta Summer Games in St. Albert.
- No Alberta Association for the Mentally Retarded sponsored Special Games were held in 1979 although two "Special Olympic" type events were staged - Roland Michener Games in Red Deer and Winnifred School Floor Hockey Tournament - Edmonton.

Currently, the Alberta Special Olympics has incorporated in Alberta and formed four functioning chapters (Lethbridge, Calgary, Edmonton and Red Deer) with contact individuals in other locations throughout the Province. Alberta Special Olympics has agreed to become involved with the Alberta Games Council in order to establish the mechanism for participation in the Alberta Summer and Winter Games. Additionally, Alberta Special Olympics and its chapters presently are attempting to provide a range of competitive opportunities vs the one, large activity.

The Provincial Government, through Alberta Recreation and Parks and its predecessors, has provided financial assistance on an ad hoc basis usually from non-budgetary sources (e.g., Olympic Lottery Trust Fund). Presently, no policy exists concerning the participation of Alberta Special Olympics in the sport programs and services available from the Department.

Sport for Senior Citizens

When one investigates the history of sport participation by older adults a magnitude of philosophies confront you. Although specific examples of highly proficient athletes competing into their middle and older years can be sighted, the development of categories which focused on age groupings is a phenomonen which occurred during the sixties. This usually manifested itself in the establishment of age categories which were beyond the normal competitive life for a specific sport. These categories are commonly referred to as Masters programs. The programs developed under the sponsorship of existing sport organizations such as the Amateur Athletic Union in the United States and specific sport governing bodies in Canada (Canadian Track and Field Association, Canadian Amateur Swimming Association).

Currently, Masters level competitions have achieved a parallel network to that of the specific sports. This is reflected in the development of local, regional, provincial, national and international level competitions. Although gaps do exist in this hierarchial structure, the recent World Masters Track and Field Championship in New Zealand demonstrates the process in operation. This type of organizational structure appears to be offering the ex-athlete the opportunity to continue his/her involvement in sport competition. Although no statistics can be quoted, there appears to be limited involvement of the individual over 55 years of age, especially individuals with little or no sport competition experience. Reasons underlying this situation seem to be unclear but it is suggested that the organizational structure requires further study. The purpose of this investigation would be to ensure that a perceived focus on younger age categories is a valid concern which is affecting participation by senior citizens.

In the mid-seventies, another movement whose specific purpose was to ensure participation opportunities for older adults gained momentum especially in Alberta. The initiation of the Calgary Ol-Lympx 60+ and similar events in centers such as Winnipeg attempted to provide an opportunity for friendly competition amongst older adults. Although traditional sport activities were an integral part of the Games, various activities were included which reinforced activities customarily engaged in by senior citizens. Activities such as horseshoes, various table games, etc., are examples.

The present focus on the importance of fitness and the concept of being fit regardless of age or disability (Haries, 1977; Vitale, 1973: MacCallum, 1974) has provided the impetus for the expansion of sport for the older adult in Alberta. This can be illustrated by the following events:

a) The commitment to the concept of Masters programs for activities such as swimming, skiing, golf, curling, track and field, etcetera

b) The acceptance of senior citizen participation in both the Alberta Summer and Winter Games

As an outgrowth of the latter point above, various individuals commenced the organization of a provincial association which would focus on sport for the older adults. The efforts of these individuals resulted in the formation and incorporation of the Alberta Senior Citizens Sports and Recreation Association in January of 1980. In conjunction with the Alberta Games Council, this association was responsible for staging the Alberta Senior Games in Camrose as a 75th Anniversary Project. Once again, the competitive events consisted of traditional sports such as golf, tennis, badminton, skeet shooting and a variety of other activities such as croquet, shuffleboard and bridge. The event attracted 800 individuals 55 years and over who competed in a number of age categories in order to ensure equal and fair competition.

The Alberta Senior Citizen Sports and Recreation Association is currently establishing its organizational structure throughout the province to ensure effective management and communication. With financial assistance from the Provincial Government and Recreation Parks and Wildlife Foundation, a staff person has been contracted on a part-time basis to cover the administrative aspect. In addition, various leadership opportunities are being offered throughout the province in disking and in the area of regional development.

4. KEY AREAS FOR CONSIDERATION

As identified previously in this paper, there are a number of issues which transcend the parameters of the two special groups under investigation. Therefore, this section will discuss the global areas of consideration and then focus on the specific areas of consideration relevant to disabled persons and senior citizens.

General Considerations

Normalization and Integration

As described in Part 2, these concepts constitute the theoretical basis for service delivery for a wide range of groups combined under the title "special". As a result, there is a requirement to clearly demonstrate the need for an approach based on normalization and integration.

Philosophically, the inclusion of special groups within the generic sport delivery system would ensure a holistic approach to sport participation. This would eliminate the existing parallel systems and result, in the long term, in greater cost effectiveness for sport. This would be achieved by the sharing of programs, services, facilities, etc. The current mentality reinforces separateness and the ensuing duplication of effort.

The movement towards an integrated model would necessitate the adoption of an "individual needs assessment" approach which would focus programs and services on individual need rather than group need. This philosophical shift would not only be beneficial for special groups, it would also facilitate the response to identified needs for all segments of the sport delivery system. What does this mean in real terms? How can it be implemented? Why?

Firstly, the various components of the sport delivery system such as coaching, officiating, training, technical aspects, are currently in place or in the development state. The sophistication associated with these programs would greatly enhance the quality and quantity of programs for special groups. The approach would provide the opportunity for increased availability of expert training of leaders, volunteers and professionals.

Additionally, further entrenchment of the existing parallel systems will create a situation which will be increasing resistance to change. Early intervention usually results in the greatest cost reduction. With the present development and modification of programs and services the environment for inclusion is present. Also, the recent credibility afforded sport for disabled persons and senior citizens provides another dimension for inclusion - that of desirability of involvement.

Naturally, change brings conflict and opposing viewpoints. The question of the inclusion of special groups into the existing sport delivery system is no exception. It is obvious that the intial movement will tax the financial, human and physical resources of the existing systems. The rationale, as a rule, is to maintain the status quo due to the increased pressure that will occur.

The above noted problems represent short-term issues due to the resulting cost effectiveness of integration as time progresses. The utilization of the training and identification services of sport governing bodies will result in increased exposure and hopefully interest in special groups in general, and in disabled persons and senior citizens specifically. The ensuing interest will create the needed resources necessary to ensure the smooth transition. Organizations presently serving special groups have a responsibility to provide the technical expertise dealing with these respective groups as this knowledge is not possessed by the existing sport delivery system. This indicates that these organizations must adopt a cooperative approach with appropriate commitment on the part of each segement of the sport delivery system.

Special Groups Identification

The identification of certain segments of the population as special and the resulting development of parallel service systems tend to intensify to focus on minorities. As one minority group appears to receive increased attention or services, there is pressure to establish new special groups based on the perception of the lack of service. The resulting approach generalizes differences instead of similarities with little consideration of individual need.

This generalized community approach to the needs of various special groups creates greater visibility but seems to be immune to the problems associated with the lack of service. The development of programs and services gravitate towards common solutions with little understanding of the community structure. Also, programs are created to meet a need which is not necessarily universal. The population figures are projections contained in Part 3 suggest each community or organization must carefully assess the individual needs of all groups including special groups.

The utilization of a singular service system which is receptive to each individual's needs provides the opportunity to view things globally but to solve problems or concerns locally. This approach allows the organization to discover constituent groups and their respective needs. The outgrowth is that the majority of the needs can be satisfied by one system and only the specialized needs require modified approaches. This would eliminate the magnitude of special groups which are currently being addressed.

The major advantage to this system is the ability to deal with similar needs through a uniform system. The assurance that individual requirements will receive adequate consideration should reduce the necessity of parallel systems and result in a considerable cost saving to all segments of the delivery system.

Sport Delivery System

As with any dynamic change process, the involvement of the various "actors" is critical to its success. Non-participation in the process would ensure resistance to the inclusion of special groups within the existing sport delivery system. This could be manifested by a desire to maintain the status quo based on the assumption that "everything is working great the way it is." More seriously, a backlash may occur which could result in the elimination of present cooperation between the sport governing bodies and organizations serving disabled persons and senior citizens.

It is apparent that continual progress toward an integrated service system will intensify (Wolfensberger, 1972; Hutchinson and Lord, 1979). Therefore, it becomes paramount that the sport delivery system be receptive to the needs of special groups and assume a leadership role vs being required to accept change. This demands that the various components of the sport delivery system be actively involved in formulating a position concerning normalization and integration.

Concurrent with this, the steps of integration must be concisely defined and a determination of the feasibility of the necessary steps must be completed. Through this process, the identifying short and long term strategies can be developed which adequately consider the ability of the various systems to adapt to new pressures. Also, the intervention points must be clearly described in order to ensure the smooth transition of services and programs.

On the assumption that cooperative action based on the rationale presented previously is desirable, comprehensive action plans are required to facilitate this movement. In essence, the premise underlying the principle of normalization and the process of integration is that there is a leadership role to be assumed by the generic service system. For the purposes of this paper, this is the sports delivery system.

Special Groups' Involvement

Organizations serving disabled persons and senior citizens are the other vital link in this process. As with the sport delivery system these organizations must be active participants in the determination of the dimensions for change and the resulting strategies. This non-involvement may result in resistance to change and the desire to maintain status quo.

The absence of change would further the entrenchment of parallel systems and compound the inability to influence the generic sports delivery system. This would dramatically affect the capability of the existing delivery system for special groups to attract participants and to substantially improve the technical portions of their programs. In addition, these organizations would remain outside of the generic sports delivery system.

Again, there is a need for active participation in the development of a position concerning normalization and integration. The expertise required seems to be located within the organizations serving special groups. The ability to identify the various steps and points of intervention would be invaluable to the movement towards one generic delivery system. The current participation by social service agencies must be addressed within the development of this modified service system.

Coordination

The achievement of an integrated sport delivery system encompassing disabled persons and senior citizens is dependent on the ability to initiate a coordinated approach. Inherent in this approach is the agreement on principles and strategies. In addition, the capacity to intervene and take corrective action, if necessary, constitutes a vital function associated with coordinated action.

The development of coordinated action permits the adoption of a specific direction and places appropriate control on the resulting strategy. This ensures that gaps in service delivery can be identified, rectified and reduced. This approach also allows for the maximizing of resources as the components of the sport delivery system function within a clearly defined strategy. The system or approach would assume its direction from the continuum of service model described in Part 2. Additionally, the cohesive element underlying coordination is exemplified by groups working together in pursuit of a common objective rather than competing for resources, participants and facilities.

Coordination implies the premise that a leadership function or role is required. By the acceptance of a coordinated approach, the leadership role is confirmed with the resulting responsibility for action and evaluation.

The demand for coordination may not receive universal acceptance and this reluctance is often based on a perceived loss of autonomy. As the common goal takes precedence over individual goals, initial resistance can result. It is suggested that the active participation of the various organizations and adherence to the agreed process should eliminate the associated fears. As acceptable compromises are reached, a certain degree of ownership and commitment results.

Special Groups and Sport Considerations

In order to provide some coordination and order to the process of sport integration it is being suggested that a few sports should be chosen to act as models. The choosing of these particular sports would make maximum use of the given resources yet focus attention on the issues of sport integrtion and the development of a comprehensive service continuum for sport.

These sports were chosen taking into account the following considerations which are presented in random order:

- Adaptive coaching material is available or is being developed
- These sports are well developed for the general population and the identified special groups.

- An indication of a willingness to be involved by the National sport governing bodies for the selected sports
- Ease of adaptations
- Minimal new equipment is required
- Rules are well defined
- Participation in these sports is good; i.e., numbers involved
- Opportunities provided at all levels on the continuum; grass roots development to high performance. (Coordinating Committee, 1978)

Also when considering physically disabled persons certain disability groups also received focus. This is mainly due to the positive interest and the development that has occurred to date with these particular groups. Target sports and physically disabled persons:

swimming	wheelchair, blind, deaf, amputee, cerebral palsy
table tennis	wheelchair, blind, deaf, amputee
skiing	wheelchair, blind, deaf, amputee, cerebral palsy
hockey (sledge hockey)	wheelchair, blind, deaf, cerebral palsy
track and field	wheelchair, blind, deaf, amputee, cerebral palsy
volleyball	wheelchair, amputee
wrestling	blind, deaf
basketball	wheelchair
fencing	wheelchair, amputee
shooting sports	wheelchair, amputee
weight lifting	wheelchair, amputee, blind, deaf

Target sports and the mentally handicapped:

swimming, track and field, bowling, skiing, soccer.

The sports listed above are those that are presently involving mentally handicapped persons. However, it is essential that new sports be introduced. The sports now being participated in by the mentally handicapped are becoming stereotyped as the only sports these individuals are capable of handling. There is also the aspect of risk to be considered. Risk situations must be made available to the mentally handicapped as they are to all people. There must be a conscious effort not to shelter these individuals.

Below are some potential sports to be considered for the mentally handicapped:
gymnastics, diving, skating (figure, speed), curling, field hockey, hockey.

Target sports and the senior citizen:
golfing, curling, horseshoe pitching, swimming, lawn bowling.

As with the mentally handicapped there is a need for entry of seniors into additional sports. The end result would be for seniors to have access to all sports to participate at their own level with the abilities they possess. Access must not be restricted. Again, the dignity of risk must be considered in relation to these individuals.

Program Considerations

As this paper cannot address each and every issue of concern regarding sport for senior citizens and disabled persons, key areas for consideration as identified in Part 3 have been utilized. The Coordinating Committee on Sport for the Physically Disabled (1978) focused on the existing components of the sport delivery system but this paper has further analyzed these and formulated a priorized ranking. This priorization is based on the findings of the various studies conducted on sport and recreation for special groups (Hunt, 1969; Witt, 1974; Alberta Advisory Board on Recreation for the Disabled, 1980; Joy, 1981). The perception is that these elements must be viewed in relationship to the implications on local, provincial, national and international levels. This would facilitate the integration into the existing sport delivery system.

The following elements/areas are general in scope but it is suggested that each is applicable to the special groups being discussed in the paper:

a) Leadership Development: coaching, officiating, athlete, rules
   -integration
   -interpretation

b) Information: development - participation standards and dissemination

c) Facilities: modification

d) Equipment: modification

e) Competitions: games, competitions, championships

f) Athlete Support

g) Participation Development: alternatives, potential sport involvement

5. RECOMMENDATIONS

The approach utilized in this part will closely resemble that of Part 4 - general recommendations followed by more specific program recommendations. Again, it must be stated that the delineation between senior citizens and disabled persons was impossible within the guidelines established for this paper. The format will be to present a general statement with accompanying recommendations specific to the Provincial Government.

General Recommendations:

Normalization and Integration

Each agency which constitutes a segment of the sport delivery system must actively consider the potential involvement of senior citizens and disabled persons within the scope of their programs and services. This action must result in the adoption of policies (preferably written) which concisely identifies the interrelationships with disabled persons and senior citizens.

Provincial Government

That Alberta Recreation and Parks reaffirm, within its mandate and resources, that its programs and services are equally available to all citizens regardless of age or disability. This must be reflected in its acts, regulations and policies

That Alberta Recreation and Parks assumes the initial leadership in the movement towards integrated programs and services by initiating a proactive stance.

Special Groups' Identification

The focus must be on the sport delivery system and strategies necessary to ensure the equal participation by senior citizens and disabled persons and not on the perceived special needs of various segments of the population.

Provincial Government

That Alberta Recreation and Parks reaffirms the groups which require special intervention due to lack of opportunity. Within this statement, a mechanism for regular review must be developed in order that upgrading of services and programs can be verified.

Sport Delivery System

There is a definite requirement for the sport delivery system (Provincial Government, provincial sport governing bodies, affiliated clubs, etc.) to review and identify the philosophical stance, policies and areas of involvement regarding the equal participation of senior citizens and disabled persons in their programs and services.

That the sport delivery system initiate and state actual action steps which would result in expanded sport participation opportunities for senior citizens and disabled persons.

Coordination

There is an urgent need for coordinated action amongst the Provincial Government, provincial sport governing bodies, their affiliated clubs and sport agencies for special groups.

Coordinated action will ensure the orderly development of sport for special groups which maximizes existing resources and aids all participants in the realization of their capabilities.

Provincial Government

In the short term, Alberta Recreation and Parks must assume the leadership role in the determination of the various participants and their relative potential for the inclusion of senior citizens and disabled persons.

In the long term, the gradual acceptance of generic responsibility by the sport delivery system will allow Alberta Recreation and Parks to resume its generic function regarding the orderly development of sport.

Program Recommendations

The key areas which were priorized in Part 4 provide the primary elements for the development of appropriate models for the inclusion of senior citizens and disabled persons within the existing sport system. Space precludes the presentation of a working model but the following recommendations set the parameters for this development.

The production of a working model which clearly identifies the various participants and the essential steps in the process of integrating senior citizens and disabled persons into the existing sport delivery system is urgently required.

The development of this working model must encompass the following elements:

Leadership Development

That the needs and considerations relevant to senior citizens and disabled persons be included within existing and developing leadership programs such as National Coaching Certification Program, Officiating, Sport Sciences, etc. This could take into account the following examples:

- importance of competition based on skill and coordination vs speed and endurance for the older adult
- technical considerations for individuals in wheelchairs
- rule adaptation for senior citizens and disabled persons.

Participants
Federal/Provincial/Local Governments
National/Provincial Sport Governing Bodies
National/Provincial Sports Associations for disabled persons and senior citizens

Provincial Government
That the provincial coordinator(s) for the major leadership programs assume a leadership role in identifying the needs for and the inclusion of considerations for senior citizens and disabled persons.

Information
That information requirements concerning sport for disabled persons and senior citizens be identified, developed and disseminated (e.g., participation standards).

Participants
Provincial Government
Provincial Sport Governing Bodies
Provincial Sport Associatins for special groups

Provincial Government
Initially, Alberta Recreation and Parks must develop the system and then gradually return it to the generic sport delivery system.

Facilities
That existing facility development programs such as Major Cultural/Recreation Facility Development Program include mandatory minimum accessibility standards for disabled persons and senior citizens.

Provincial Government
That improved accessibility standards be developed and adopted for the Major Cultural/Recreation Facility Development Program which would ensure access to training areas for disabled persons and senior citizens.

As can be appreciated, similar recommendations can be formulated for the remaining areas; equipment, competitions, athlete support and participation involvement. The development of a working model is beyond the scope of this paper but reference is made to "Proposed National Strategy of Implementation of Sport for the Physically Disabled" (Coordinating Committee, 1978) as an example of a workable model.

6. CONCLUSIONS

Sport Delivery for Special Groups

The previous parts of this document have supplied basic background information concerning the development of sport for disabled persons and senior citizens. Within the paper, the basic philosophy underlying service delivery for these groups has been outlined, as well as the principles which must be considered in developing a sport delivery system (i.e., normalization, service continuum, etc.). These principles form the foundation for the accommodation of special groups within the generic sport delivery system.

The paper has also focused upon general issues affecting the inclusion of special groups within the existing sport delivery system. The general issues, as indicated, are an essential prelude to the existing sport delivery system realistically addressing the issue of integrating the disabled person and the senior citizen into their programs and services. These issues must be thoroughly discussed and philosophical statements formulated by the various agents within the existing sport delivery system. Based on these statement, written policies must be generated for both the general issues as well as the specific ones. The importance of written policies cannot be stressed enough.

The generic sport delivery system and its agents must receive appropriate direction and support in order to ensure the integration of special groups. This must be concise and distinct to enable the development of the necessary strategies and action plans. It is no longer acceptable to say "we provide for everyone". Generalities of this nature make it impossible to formulate the required action plans.

From the philosophical statements and the policy recommendations, the development of working models also becomes an essential part of the integration process. The paper has focused on several models that require elaboration. The models will provide the required directions on what should be done, how to do it, and who is to do it. Before there can be action of a coordinated nature these documents must become a vital component in the overall plan for integration. The models also give us the short and long term goals that have to be considered particularly when the agents within the sport delivery system are examined. The bodies responsible for action need to be aware of the expectations which will be placed on them.

From these basic working documents the overall plan can be developed for the integration of special groups. Again, this master or overall plan must be in written form so all agents will clearly understand their role, the time frames and the tasks to be accomplished. In addition, the method to be utilized for including special groups and the development of a service continuum are essential to both able-bodied and special groups within the sport system.

Along with this it is imperative that an evaluation mechanism be built into the plan. Evaluation and monitoring are important aspects and must be vital components in the development of the integration models for special groups. Each step must be monitored and evaluated. The responsible agents must develop mechanisms which are non threatening and allow for positive growth.

If the total integration of the special populations is to occur, there is a requirement for strong leadership. This leadership must be active and provide the coordination function that is so vital in development of philosophies, policies, models, monitoring strategies, etc. Also, the development of action plans for the integration of the special groups into the generic sport delivery system is an inherent part of this role.

Presently, it would appear the logical body to provide this direction and coordination is the Government of Alberta through Alberta Recreation and Parks. This is particularly so in the short term until the other agents assume their generic responsibilities to the groups discussed in this paper.

It must be realized that this paper could not deal in-depth with every issue concerning the integration of special groups. However, it is important to keep in mind that the focus must be on the individual and his/her needs and aspirations. It is this attitude, plus others, that is causing restriction in the sport participation opportunities for disabled persons and senior citizens (Obstacles, 1981).

Another important consideration is the question of civil rights. The latest indication of this necessity comes from recommendations 93 and 94 of the Special Committee on the Disabled and Handicapped which identifies that programs and facilities should be available to disabled persons. This is basic civil rights especially in the area of facilities and programs funded by the public and open to the public (Obstacles, 1981:101).

The time is not for action! Consolidation must occur in order to achieve the integration of special groups into the generic sport system. The challenge is focussed upon the Provincial Government. If the necessary action is to take place and be dealt with effectively, the Provincial Government must coordinate the process of ensuring equal opportunity, through a proactive stance, for special groups within the generic sport delivery system.

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APPENDIX

Bengt Nirge (1969 spoke of Normalization in very meaningful terms, of normal rhythms and routines of the human life cycle.

> "NORMALIZATION MEANS...a normal rhythm of the day.
> You get out of bed in the morning, even if you are profoundly retarded and physically handicapped; you get dressed, and leave the house for school or work, you don't stay home;
> in the morning you anticipate events,
> in the evening you think back on what you have accomplished;
> the day is not a monotonous 24 hours with every minute endless.
>
> You eat at normal times of the day and in a normal fashion;
> not just with a spoon, unless you are an infant;
> not in bed, but at a table;
> not early in the afternoon for the convenience of the staff.
>
> NORMALIZATION MEANS...a normal rhythm of the week.
> You live in one place,
> go to work in another,
> and participate in leisure activities in yet another.
> You anticipate leisure activities on weekends,
> and look forward to getting back to school or work on Monday.
>
> NORMALIZATION MEANS...a normal rhythm of the year.
> A vacation to break the routines of the year.
> Seasonal changes bring with them a variety of types of food, work, cultural events, sports leisure activities.
> Just think...we thrive on these seasonal changes!
>
> NORMALIZATION MEANS...normal developmental experiences of the life cycle.
>
> In childhood, children, but not adults go to summer camps.
> In adolescence one is interested in grooming, hairstyles, music, boyfriends and girlfriends.
> In adulthood, life is filled with work and responsibilities.
> In old age, one has memories to look back on, and can enjoy wisdom of experience.
>
> NORMALIZATION MEANS...having a range of choices, wishes, and desires respected and considered.
> Adults have the freedom to decide
> where they would like to live,
> what kind of job they would like to have, and can best perform.
> Whether they would prefer to go bowling with a group, instead of staying home to watch television.

NORMALIZATION MEANS...living in a world made of two sexes.
Children and adults both develop relationships with members of the opposite sex.
Teenagers become interested in having boyfriends and girlfriends, and adults may fall in love, and decide to marry.

NORMALIZATION MEANS...the right to normal economic standards.
All of us have basic financial privileges, and responsibilities, are able to take advantage of compensatory economic security means, such as child allowances, old age pensions, and minimum wage regulations.
We should have money to decide how to spend;
on personal luxuries, or necessities.

NORMALIZATION MEANS...living in normal housing in a normal neighbourhood.
Not a large facility with 20, 50, or 100 other people because you are retarded,
and not isolated from the rest of the community.
Normal locations and normal size homes will give residents better opportunities for successful integration with their communities."

SPORT IN THE SCHOOLS: A SPORTS POSITION PAPER

A. M. ENGER

This paper deals with the current status of sports in the Alberta grade school system and the major components and actors within the school physical education and sports systems. The paper discusses future trends affecting school sports and some significant issues related to this topic. The paper also offers suggestions to resolve these issues of sports administration, provincial jurisdictions, community school use, and athletics program modification.

I. BACKGROUND AND HISTORICAL PERSPECTIVES

Sport in schools has come a long way since the 1912 inception by the Alberta Department of Education "Physical Culture and Military Training" program of studies.[1] The period between the Great War and World War II was marked by a more "free play oriented" physical education class instruction program due in part to the natural enjoyment of Athletics by young people with the resultant organization of school teams.[2]

In 1939, Mr. A.W.E. Erickson assumed the position of Physical Education instructor from a Department of Militia appointee at the Edmonton Normal School.[3] This was a further departure from the militaristic influence on school physical education and athletics. During this era athletics in schools was an informal organization with the brunt of the responsibility falling to the "P.T. Instructor" or the youngest man and/or possibly the youngest woman on a school staff. Coaches for football teams were volunteers from the Community or American Professional Football Players assigned to the task. The school supplied a staff sponsor.

The emergence of knowledgeable school staff physical education instructors and coaches began in 1953 with the graduation of the first Bachelor of Education in Physical Education class from the Department of Physical Education of the Faculty of Education at the University of Alberta. This of course was the forerunner to the current Faculty of Physical Education at the Universities of Alberta and Calgary plus a Department of Physical Education at the University of Lethbridge.

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[1] ECKERT, Helen M., "The Development of Organized Recreation and Physical Education in Alberta", Unpublished Master's Thesis, University of Alberta, Edmonton, Alberta, 1953, p.90

[2] ibid., p.123

[3] op. cit., p.122

Athletic Programs in Senior High Schools became further sophisticated in organization possibilities with the emergence administratively of school "Faculty Councils" in the late 1950's and early 1960's. A Department Head of Physical Education is a member of this administrative body. To the present Department Heads in Physical Education are not formally recognized in Junior High Schools or in the Elementary Schools.

Interschool Athletics in Junior and Senior High Schools became recognized as an aspect of the Physical Education Program by the Alberta Department of Education by the inclusion of a section regarding the Administration of Athletics in the 1966 Physical Education Curriculum Guide for Junior and Senior High Schools.[4] Provincial Organization of Senior High School Athletics took on a new perspective with the formation of the Alberta Schools Athletic Association in 1956 and the appointment of an Executive Secretary in 1970.

Currently in the Province of Alberta, Athletics Consultants are employed by School Boards in Lethbridge, Calgary and Edmonton. These are the only jurisdictions with staff assigned strictly to the organization of sports in the schools. The Office of Athletics in Edmonton extends administrative services to the Junior High and Elementary Schools.

II. CURRENT STATE OF SPORTS IN SCHOOLS

Informal competition with the occasional "Sport or Sports Field Day" has been the tradition in at least urban Elementary Schools in our Province. Urban and rural Junior High Schools conduct a competitive program to varying degrees at the local level in the major activities of fastball, soccer, basketball, volleyball and track with some competition in wrestling and gymnastics. Senior High School Athletics progress to Provincial Championships in Alberta under the auspices of the Alberta Schools Athletic Association in cross country running, volleyball, wrestling, basketball, gymnastics, curling, badminton, and track and field. Local and/or Provincial unauthorized competitions do exist in football, cross country skiing, downhill skiing, rodeo, rowing, hockey, swimming, fastball and soccer.

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[4] Alberta Department of Education, Junior Senior High School Physical Education, Edmonton: Queens Printer, 1965, p.116.

Junior High School organization of activities is predicated on the election of a League Executive from school representatives at an organizational meeting. The Chairman or President of this sport is charged with the responsibility of the scheduling, monitoring and conducting all administrivia associated with a sports league. He/she is usually a team coach as well. Central Office Physical Education supervisors act in an advisory and/or clerical capacity.

Senior High School assume much the same organizational procedures in the presentation of their Interschool Sports Leagues. Edmonton has developed the concept whereby the Athletics consultant is the league chairman, whereas Calgary will elect a league chairman from available personnel not directly involved with coaching the sport. The involvement in the organization of sports leagues as well as coaching a team in the league is a major contributor to what has been termed "The Burn-Out Factor" in physical education teacher-coaches.

The Province is divided into ten zones that do not correspond necessarily to Provincial Zones utilized by other sports organizations for the organization and presentation of school sports Provincial Championships. Each Alberta Schools Athletic Association Zone will develop an executive with an administrative secretary attached to facilitate liaison between zones and the Provincial Executive Secretary.

III. MAJOR "ACTORS" IN THE DELIVERY SYSTEM

A. The School

1. The Teacher-Coach

The teacher-coach is currently the first and most influential individual involved with sports organizations in the schools. The multitude of tasks requiring the attention of this person is astronomical. Not only must they carry a full teaching load and coach interschool teams, but in most circles, it is felt to be essential that coaches have input into league organization and operation. A restructure of responsibility for organization and administration is essential to upgrade the program presentation at the school level.

2. The Physical Education Department Head

The Physical Education Department Head in Senior High Schools assumes not only the responsibility for the presentation of the curricular program, but is cast in the role of "Athletic Director" as well. He/she is responsible for scheduling team practices in existing school facilities, administering these facilities when hosting competitions, and acting as disseminator of information regarding sports activities to coaches and conversely to the League or Central Administration. This dual role is onerous. A recent visit by the writer to the Coquitlam School District in British Columbia was enlightening to the extent that the role of curricular Physical Education Department Head and School Athletic Director were divorced from each other to the extent that a more efficient and quality performance is realized.

3. The School Principal

The School Principal is ultimately responsible for all programs presented by his school including interschool sports. He is consulted for a reaction and/or decision regarding league presentation and/or league policy changes. The Principal may represent the school at system athletic council meetings. In Calgary, the High Schools Athletic Association constitutes a Council of Principals, whereas, in Edmonton the Athletics Advisory Council enlists the Principal or his designate as school representative.

B. The School System

1. The Physical Education Supervisor

The Physical Education Supervisor is responsible to the Superintendent of Schools and the School Board for Athletic Programs presented in a systems schools. Large urban school systems employ Physical Education Supervisors. Supervisors currently are not policy makers but act in an advisory and monitoring capacity with program upgrading responsibilities in both the curricular and athletic program.

2. The Athletics Consultant

As alluded to earlier, only three urban school systems present this position in their administrative structure. The consultants role varies from jurisdiction to jurisdiction in that in only one instance is this position one of "tentative" leadership and not advisory and clerical.

C. Provincial Organizations

Provincially, Senior High School Athletics is directed by the Alberta Schools Athletic Association. This organization is not currently the responsibility of any Provincial Government Department. Funding for the operation of this body is accrued from school registration fees, Sports Governing Body Government Grants, and by the presentation of an annual Casino. Policies of this organization apply to High School Athletics at a Provincial Championship competition level.

1. A.S.A.A. Executive-Secretary

   This office acts as a clearing house of information regarding Provincial competition. The Executive-Secretary is responsible for the preparation of agenda for semi-annual meetings and acts as Recording Secretary at these events. In addition he forwards appropriate promotional literature regarding coaching clinics, out of Province Tournaments and Events. This position is not one of decision making but primarily clerical.

2. The A.S.A.A. Executive

   Each year an executive is elected with the following executive categories attached: Past President, President, Vice-President Boys Athletics, Vice-President Girls Athletics, and mens and womens commissioners for each sport conducted as a Provincial championship.

3. The A.S.A.A. Zone Executive

   Each of the ten Provincial Zones may develop an executive modelled on the Provincial A.S.A.A. executive structure. The Zone Secretary assumes the role of the A.S.A.A. Provincial Executive Secretary at the local level.

4. The Presentation of Provincial Championships

   Zone representatives have the opportunity to bid for the right to host Provincial Competitions. Bids are submitted prior to semi-annual meetings and subsequently voted on at these meetings. A successful bid will require that the host zone develop an event committee complete with chairman and sub-committee support staff. This committee takes complete responsibility for the presentation of the championship event. These events will be underwritten by A.S.A.A. to a limited extent should a financial loss occur.

IV. FUTURE TRENDS AFFECTING SCHOOL SPORTS

The suggestion that a proliferation of population will occur in the early 1980's due not only to the annual influx of migrant Canadians but through a "mini baby boom" suggests that a growing interest in sports by an increasing population must be accommodated by the schools. Personnel and facility requirements must realistically increase.

The urbanization of population to the extent that several Elementary, Junior and Senior High Schools are in relatively close proximity will develop a growing insistence for sport participation on intra and extra-mural basis by students. This develops at the least a shared responsibility between the school and community for the athletic interest and well being of young people. Concomitant with this will be the impact of the energy crisis with the resultant travel limitations. Thus, schools in geographic clusters will be developing their local athletic competitions.

In education as nowhere else the pressure from the public for a voice in the decision making process is in evidence. This can only further the development of school sports in that a knowledgeable public who may have experienced a curtailment of their athletic abilities in schools due to personnel and/or facility shortcomings will insist that this does not happen to the children.

Senior High School Leagues currently keep relatively simple but somewhat comprehensive league, team, and individual player statistics. With the emergence of computer technology, this part of record keeping will be extended and new levels of sophistication presented. The statistical interest in performance will increase. Through schools, who undoubtedly will be presenting computer technology programs, this process will develop much more rapidly than in community sports.

The impact of increased computer technology will be a corresponding increase in leisure time due to the lessening of skilled labour required to carry out tasks assumed by the computer. This will result in additional volunteer assistance to the presentation of sports programs. In addition, the task of schools and other sport organizations for the presentation of appropriate and interesting programs to maintain and increase participation by the public will develop beyond the current situation.

Health care services in schools must increase to the extent that athletic injuries are cared for by athletic physiotherapists. This lack of competent medical assistance is one of the major drawbacks of all amateur sports presentations at the present time. With extended health care services, athletic training diagnostic and treatment facilities should also be available.

Athletic participation has long been suggested as a deterrent to deviant social behaviour. If time permitted, the listing of research dealing with this topic would prove that this is indeed the case. Through my administrative experience in schools I realize that the "tone" of a school is set in the gymnasium. If you have an enthusiastic and gifted physical education staff presenting a curricular and interschool athletic program with ample opportunity for participation and enjoyment, discipline problems are minimized. Educators must realize this and make every effort in the future to facilitate presentation of Physical Education and Athletic Programs that will act as a deterrent to socially unacceptable pursuits by our youth.

Utilizing the Federal Government "Participaction" theme as catalyst agencies have presented more and more programs to meet the needs of a fitness awakened public. The public, particularly the mid-20 and older age group, realize that cardio-respiratory fitness contributes greatly to a more fulfilled "life-style". This trend will filter through to school programs with a greater request for involvement in school sports by students and parents of these students.

V. ISSUE RESOLUTION

The public may not be aware, but at present one of the major tasks of Junior and Senior High School Physical Education instructors is combating an attitude developed in young people to the extent that the majority have been "turned off" by sports before they reach twelve years of age. Current community sports programs presented for children, organized to the extent that four and five year olds are involved, is effectively showing children that sports and concomitant fitness is not for everyone. In children of four to ten years of age, sports appears to be only for the more aggressive "bully type" youngster as controlled by their parents. Orlick and Botterill made the following observations:

> "Obviously aggressive behaviour is being rewarded in sports such as hockey and football. It is beginning to take its toll both on and off the playing field. One study indicated that ten-year-old all-star hockey players were more likely to respond aggressively with pushing, hitting, and so forth in normal social situations than their peers who were not involved in sports."[5]

There are other factors associated with the sports "turn-off", but whatever the cause, teacher-coaches must cope with it.

Community sports programs presented by the "well-meaning" but "misguided" layman at the surface appear to be attractive and worthwhile, but when examined externally without bias or prejudice, are horrendous. The major problem these people have is their equating of everything in sports with the "Pro Sport Model".

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[5] ORLICK, Terry; Botteril, Cal., Every Kid Can Win, Library of Congress, 1977, p.46

Tutko and Bruns made the following statement:

> "At this point, parents and coaches might argue, "Look you're talking about professional sport - but the pros have nothing to do with us". I strongly disagree. In my opinion, the professionals (and many of their collegiate counterparts) are becoming an increasingly destructive model for childhood sports, from coaching styles to the competitive ethos, and if left unchecked, this madness will eventually undermine the inherent values of organized sports".[6]

They go on to site the win-at-all-cost lunacy, the personal model portrayed by pro athletes, and the equating of goals of pro sports as the ultimate with amateur sports as contributing problems with the maintenance of young people interested in sports.[7] Bill Russell is quoted as saying, "I've never seen an athlete, including myself, who I think should be recognized. There are very few athletes I know whom I would want my kids to be like. The only kids I try to set an example for are mine".[8]

Mike Marshall, the Los Angeles Dodgers relief pitcher, once refused autographs to a group of youngsters, explaining that he would willingly sign if the boys could show him that their autograph books also contained the signatures of teachers and others who were really meaningful in their lives.[9] This writer suggests that the identification with the pro model does exist, and is fostered by the current community league sports presentation. This was verified in statements made by a South-West Edmonton Zone Minor Hockey Official prominent in minor hockey during an interview conducted by Bruce Winter of CBC regarding a modification of hockey to better suit the needs of ten year olds and below. His response to the suggestion that playing full ice games for youngsters below twelve years old would suggest that men should play on small lakes brought the retort "No, this is hockey and they must play on this size rink. If they are going to play hockey they have to know the rules, what an offside is and what icing is". What a bunch of bunk! This attitude is real and at the forefront. The attitude pervades our sports. Children left to their own devices regarding the size of playing field will modify it to their capabilities. Veteran basketball player Bill Bridges offered this perspective:

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[6] TUTKO, Thomas; Bruns, William, Winning is Everything and Other American Myths, Collier-MacMillan Canada Ltd., March 1976, p.46

[7] ibid., p.44

[8] ibid., p.45

[9] ibid., p.48

> "Based on what I've seen and received from pro basketball and despite how I feel about the people in it - I'd go into something else if I could start over again. Basketball has instilled certain beneficial things in me. They'll come out after I leave the sport, I hope, and I'll make mature growth in another field. But I'd prefer it if my son thought of athletics as being completely for recreational purposes".[10]

Tutko and Bruns suggest that a growing number of parents, coaches and sports programmers want to steer clear of the pro-sports model except where it comes to presenting correct technique. These adults want to encourage youngsters to be physically active the rest of their lives.[11] The writer finds this statement encouraging.

I suggest the following as procedures that could resolve the issue and be desirable to the furthering of children's participation in sports.

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[10] ibid., p.51

[11] ibid., p.51

A. The Elementary School

School boards should place physical education specialists in all elementary schools. This individual would not only be charged with the responsibility of teaching the physical education program but develop an athletic program. This athletic program must basically be an intramural program for grades K - 3 with all students assigned to teams. Participation is mandatory and total staff participation strongly encouraged.

Timetabling adjustment would have to be made to facilitate a sports day afternoon for these youngsters to participate. The writer, through experience, is aware that suitable timetable modifications can be implemented. Soccer, shinny, ringette, and T-ball should originally constitute this program.

Grades 4 - 6 should extend their program to interschool play on the same basis that grades 1 - 3 play intramurally. Again, timetabling of schools to facilitate a "field-day" when competitions are held with other schools is an essential. Students are all placed on teams with unobtrusive skill categories established. School staff and community volunteer personnel would not only coach but officiate these games. Additional programs for grade six should include hockey, slowpitch fastball, and basketball.

B. Junior High School

The primary concern in Junior High School is administrative assistance to develop and administer the athletic program. The teacher-coach must be left to conduct their instructional and interschool program only and not be required to schedule, supervise and report on the presentation of a school sports league. To this end, school board assistance to the extent of an athletics consultant to chair leagues and supply leadership is essential. In addition, each school must appoint and supply time for a school "Athletic Director" to administer the inschool program and liaise with the leagues. Additional funding to facilitate the assignment of the required administration time would be essential to this appointment. Judicious school budgeting or additional aid from Civic or Provincial Government would be required.

C. Senior High School

Athletic consultant service from the school board must be continued and extended where now in place or initiated where this administrative necessity does not exist. Senior High Schools, as well, must declare administrative time available for an Athletic Director. Senior Administrators at all levels do not realize that the facets of organization and operation is the single most important factor contributing to Physical Education instructors and coaches not carrying out their responsibilities to the presentation of the athletic program and team coaching. Health services and athletic training should be expanded at the Senior High School level. This sweeping statement perhaps does not extend far enough, in that all levels of education should receive this. The athletic therapist with a teaching certificate with the ability to teach Health and Biology would be a natural. This is happening now as cited in a notice in the Physician and Sports Medicine Journal in "Scanning Sports".

> "High Schools in West Virginia must hire certified athletic trainers by 1985 under a bill introduced in the state legislature. It requires trainers (who must also hold teaching certificates) to attend all football games and practices. Sponsor J. Robert Rogers says the bill is necessary because busy coaches can underestimate the severity of injuries. Football injuries in the state have resulted in two deaths, two cases of paraplegia, and one case of quadriplegia, he said."[12]

Ryan states in that same Journal:

> "Employing an athletic trainer on a full-time basis would be a highly desirable solution to the problem, but most schools lack the funds for full-time training positions. If trainers can teach in the classroom or coach, they can apply their knowledge at least on a part-time basis."[13]

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[12] RYAN, Allan J., M.D., The Physician and Sports Medicine, Vol. 9, No. 2, February 1981, p.8

[13] ibid., p.41

D. Provincial Responsibility

Attached to the Alberta Schools Athletic Association under the jurisdiction of the Department of Education must be two, as a mimimum, athletic consultants. These consultants would basically be charged with the responsibility of administering Provincial School Athletic competitions and providing leadership in developing more and better opportunities for Provincial school age athletes to meet in competition. They would present a viewpoint of competition for competition sake and present realistic values to Educators and Students alike.

These consultants would work with the A.S.A.A. executive secretary, liase with Provincial Zone Secretaries and conduct inservices and suggest policy governing school sports in Alberta.

E. Community Sports Group

The assimilation of the current community league sports organization into the school setting is a major undertaking. Simply making this suggestion and hoping that it may be listened to is a major undertaking in itself. The writer does not totally suggest that involvement of the community volunteer - coach should be curtailed to the extreme but rather assimilated under the umbrella of the local school and utilized in this setting. This would be a challenging movement and a gigantic upheaval to the unfortunately over-organized community programs modelled on programs outside a school jurisdiction. No longer would the inter-community leagues exist for five to eight year olds. Children would not have to "make" a team but would be on one.

This procedure will to a great extent be a resolution to the ills that currently befall children sports. This again is a sweeping statement, but the writer knows from experience it is worthy of lengthy consideration. However, those that benefit directly from the current set-up and have control of childrens sports will not relinquish control easily and thus the somewhat "utopian" solution to the problem will be difficult to implement. Four falacies regarding youth sports that still exist were alluded to by Murray Smith in the foreword of Orlick and Botterill's book "Every Kid Can Win".

> "The first is the idea that children play sports to entertain adults. Listen to adults talking at kid's games in any sport. You will hear comments like, "Why don't more parents come out?" Surely sports and games are worthy of playing in their own right. Adults would laugh at the idea that they "deserve support" in the form of the family watching them curl, golf, bowl or ski. Why should it be different for kids?
>
> The second persisting idea is that games and sports for kids must be organized and controlled by adults if they are to be a real value. Adults are certainly needed, but what is also needed is direct input from the kids themselves to determine what is really appropriate for them.
>
> A third persisting and dangerous idea is that kids are miniature adults. If this view is accepted then it is not surprising that men insist on dressing kids up in replicas of big league uniforms and require them to play in facilities, with equipment, and under rules which are, to a large measure, inappropriate.
>
> Finally, there is the myth that the real value in sports lies in learning to be a winner, that people can be divided into winners and losers, and that sport is a way to make sure you (or your kids) end up in the right group."[14]

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[14] ORLICK; Terry; Botterill, Cal., Every Kid Can Win, Library of Congress, 1977., p.3.

VI. IMPLICATION OF ISSUE RESOLUTION

The writer is suggesting a major reassessment of existing programs and reassignment of responsibilities to jurisdictions with perhaps the opportunity to redirect emphasis and return childrens sport to its rightful place.

A. The Return of "Sandlot" Sports

The major suggestion of the writer is to eliminate community league sports at least to age eight and below. Also, the writer suggests that the major 'hub' of sports activities become the school within a community and not the community league per se.

This can be viewed as an extreme and radical suggestion that at the outset may not seem to have implication for the Provincial Department of Recreation and Parks. However, the process for this transition will be lengthy, and unless this restructure is instituted from the top it will never come to fruition. Community to City to Provincial Sport governing bodies are extremely powerful and are very hesitant to change. The writer's attempt at a modification of community league hockey brought several criticisms akin to the comment from a minor hockey official quoted earlier. The hassle regarding the low-key sandlot approach, simply was not worth it. It is encouraging, although the source may not understand amateur sports, to hear someone like Bobby Orr, former hockey great, chastise Canadian Amateur Hockey officials for not modifying programs and adjusting to the needs of young people as is in evidence in the United States. Orr, in a statement heard by the writer over CKXM-FM Radio on February 5, 1981, stated that the U.S. is not simply paying lip service to the fun aspect of the program but are actually presenting programs that have mass appeal.

Tutko and Bruns make reference to many succinct points on this subject in the chapter entitled "The Myth of Early Competition". The following statements highlight their thoughts:

> "If left to their own devices, most youngsters take up a sport just to be with their friends and have fun. Their greatest achievement, in fact, is simply to belong, to be a member of a team or club. The second biggest thing in their life is to make a contribution to play, not sit on the bench.
>
> It's interesting to note that children often have a different perspective of what sports are about. When they play tennis, for example, and adults aren't around to ask "who's winning?" The idea is to keep the ball going back and forth if it bounces two or three times or goes off the court ... unfortunately, the adults soon come along and start insisting that the youngsters "play by the rules", that is, play to win.
>
> Most children in this country when they reach the age of five or six can generally find an organized sport waiting for them at the nearest playground, recreation center, gym, skating rink, or swimming pool. This American compulsion to organize everything for our young athletes reflects a growing belief by many parents that the earlier you learn a sport - the earlier you learn to "compete" the better your chances are of becoming a professional or olympic hero. If, that is, you haven't been burned out, injured, or eliminated along the way."[15]

It is the writer's contention that if an individual has the ability to become a professional athlete he will emerge and become proficient at whatever age he begins. A case in point was illustrated by Jim Matheson writing in his Hockey Notebook in the Edmonton Journal with the statement, "People in the west feel speedy forward Kenny Yaremchuk of Portland would go very high in the first round of '81 draft if he were eligible. Trouble is Yaremchuk is only 16 and the cut-off is 17. He's made rapid strides, considering he did not start skating until he was nine." Orlick and Botterill site the following:

> "It has been said that one of the all-time greats of ice hockey, Eddie Shore, had never really skated until he was well into his teens. How many individuals of this calibre are eliminated or discouraged today? Equal opportunities for at least the kids should be one ideal to which our society should cling."[16]

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[15] TUTKO, Thomas; Bruns, William, Winning is Everything and Other American Myths, Collier-MacMillan Canada Ltd., March 1976, pp.53-56

[16] op. cit., p.30

B. Down-Play the "Pro-Model"

This is extremely difficult in Canada that major radio, television, and written media networks present strictly professional sport coverage with high school and amateur sport receiving very little exposure. However, advertising of minor sports features encompassing as the major promotion gimmick, a professional sports hero, should be downplayed. In all presentation of minor sports coaching clinics a major concentration should be on reviewing perspectives and purposes of childrens sport and the role, if any, adults should play in it.

C. School Centred Community Sport

This is the most difficult pill to swallow for all recreationists. I have viewed kids sports from the aspect of educator-coach, community volunteer coach, and parent, and am firmly convinced that to continue as we are will result in an increased drop out of participation by children. Orlick and Botterill list the following as Appendix C:

> "A Special Joint Committee on "The Desirability of Athletic Competition for Children of Elementary School Age" in the United States made the following points:
>
> -Children at this age are not miniature adults; they are boys and girls in the process of maturation into adults. They seek and can profit from suitable play opportunities but the benefits are not automatic.
>
> -Perhaps one of the strongest arguments against the varsity type program for young children is the tendency to start sports specialization too early. The elementary school years should be the time when the basic skills are learned, when children have the opportunity to engage in a broad range of skills. They are not yet ready for specialization.
>
> -One cannot ignore the possibility that varisty type athletics for school age children may give youth a distorted sense of values.
>
> -Sports with varying degrees of collision risk include such sports as baseball, basketball, football, hockey, soccer, softball and wrestling. The hazards of such competition are debatable.

-The risks are usually associated with the conditions under which practice and play are conducted, and the quality of supervision affecting the participants.

The same group recommends:

-Modification of rules, game equipment and facilities to suit the maturity level of the participants.

-Activities limited to a neighbourhood or community basis without play-offs, bowl contests, or all-star contests.

-Avoidance of undesirable corollaries to organized, competitive athletics, such as excessive publicity, pep squads, commercial promoting, victory celebrations, elaborate recognition ceremonies, paid admission, inappropriate spectator behaviour, high pressure public contests, and exploitation of children in any form."[17]

There may exist a natural feeling of intimidation between school and lay community sports directors in that the individual who now is in "power" to direct sports may blame the school and its personnel for his failure to make the team as a child and wants to assure that his child gets the right start (at 5 years old) and will as a result not suffer the same embarrassment.

However, you must agree that someone, who at the outset has the capacity to be knowledgeable in children sport development, impartial in placement on teams, and possessing an approach to sports that truly would emphasize the "fun aspect" has a better opportunity to pique and maintain the child's interest in physical activity. Judicious use of community personnel can become a catalyst to a change of attitude and a better atmosphere for children.

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[17] ibid., pp. 166-167

A quote from Orlick and Botterill emphasizes this point:

> "What sorts of activities should be offered through the community?
>
> They should have grass hockey 'cause not all little boys can skate. For the kids who can't skate ... they're way behind and there's really nothing for them in the winter. They also have nothing for girls. They should offer things through the school, but the school doesn't provide any leisure activities for the kids in grades 1 - 3. They can't play football. They should have skiing and skating and hockey for the kids. The rink and ski hills are right there. The kids aren't even allowed to change until grade 4. That's too late.
>
> My boy who loves physical activity doesn't even like gym. The teacher wrote on his report card, "If Keith would learn to sit still and listen he would get much more out of gym." He's been sitting all day long!
>
> There are lots of mothers in the neighbourhood like myself who would gladly go in and help with a gym class so the kids can have an hour of enjoyment.
>
> Even in the school concert the kids must audition to be in it. So if you haven't had some training outside school you can't be involved. How can kids become enthused when they're not allowed to become involved![18]

D. Curtailment of Playoffs Below Junior High

With the school centered youth sports it would stand to reason that the elimination of Provincial Championships at anything below the grade nine level could develop and would be most desirable. To expedite this the Alberta Schools Athletic Association should extend its jurisdiction to championship organization in the Junior High School Level.

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[18] ibid., p.75

VII. SPECIFIC RECOMMENDATIONS

A. Department of Education Encompass the Alberta Schools Athletic Association

This is essential if school sport is to flourish in the Province of Alberta and the Alberta Schools Athletic Association be given credence and stability and further clarify their position regarding school sports and its development or curtailment. Should the Provincial Government Department of Education suggest that sports is not an integral part of a school program, then schools should cease to attempt programming sport beyond their intramural program.

B. Expansion of the Alberta Schools Athletic Association Office

The Department of Education should expand the A.S.A.A. Office to include a minimum of two consultants charged with the responsibility for the organization, administration, and upgrading of interschool sports activities at the school system, A.S.A.A. Zone, and Provincial Championship level. This time consuming administrative tasks again deter from organization in that detail fall to school personnel as tasks.

C. The Athletic Director by School System

School Boards should employ full time Athletic Directors and Department of Education government funding should reflect this cost.

D. The School Athletic Director

An administrative head for athletics should be placed 0.5 in each Junior High and 1.0 ETE in each Senior High School Department of Physical Education. Foundation grant funding should reflect this cost.

E. Elementary School Physical Education

The Department of Education should mandate the placement of Physical Education specialists, male and female, in all elementary schools. A 0.5 administrative attachment should be attached to this with the cost reflected in Department of Education Foundation funding.

F. Curtailment of Community League Programs

By mandate the Provincial Department of Recreation and Parks must take a leadership role in studying and developing needed curtailment and redirection. Someone has to take a leadership role. It must be mandated through Municipal Governments.

VIII. SPECIFIC RESEARCH

A. Yearly surveys of high school students regarding their current participation in sports, their former participation in sports, and the reason for curtailment of participation if they no longer are involved in sport.

B. A study of volunteer community coaches to ascertain their philosophy as it applies to youth sports.

C. Youth sports program presented in the Province and the extent of structuring for all participating age groups.

D. Youth sports Provincial Championships currently being presented. The sport, age category, representative process, rewards attached, cost involved.

E. Availability of community resources for incorporation as volunteers into the presentation of sports in Elementary School and Junior and Senior High School.

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SPORT AND THE SCHOOL SYSTEM

LORNE WOOD

This paper deals with an examination of the history and current status of the Alberta Schools Athletic Association. Topics discussed include range of activities, sport development in schools and role of the A.S.A.A. The paper discusses the major components of the school sport system, future trends in school sport and suggestions for coaching and program modifications. The paper also suggests recommendations for the future role of the A.S.A.A.

1. Historical Perspective

Prior to the formation of the Alberta Schools' Athletic Association in 1956, school sport in Alberta was, for the most part, loosely organized and without definite structure.

The urban centres conducted inter school sport competitions in a number of activities such as basketball, track and field, softball and hockey. The rural high schools located in smaller communities frequently had one or more school teams. Competition in the urban centre was usually restricted to that one centre and in rural areas the competition was frequently restricted to a region or district. Invitational matches were more prevalent than league play in the rural areas.

Any competition conducted at the provincial level was organized, not by the school systems but by the sports governing bodies ie: Alberta Basketball Association, Alberta Amateur Athletic Union (Track). Community track clubs existed in some areas and these provided an opportunity for young people to compete at the provincial level. Coaching expertise was limited and almost non existent outside of urban centres. Rural youngsters usually had to rely on an interested parent to identify outstanding ability/performance and encourage participation beyond the local level.

During the late 1940's and early 1950's, school personnel began studying the feasibility of establishing an organization that would be responsible for the coordination of athletic activities among Alberta high schools. It was felt that such a step was necessary as there was considerable dissatisfaction with the manner in which competitions for school students was then being organized. To summarize, communication within the sports governing body was a problem and information did not reach many potential competitors.

Play offs were organized on very short notice and often the results of one tournament would determine the site of the subsequent competition to be held in one or two weeks. This resulted in competitions taking place without some of the best teams, or individuals, in attendance, with coaches/managers not being able to budget properly and with provincial winners being declared under questionable circumstances.

Facilities available for athletics in the 40's left much to be desired and this further complicated the task of those involved in organizing competitions. By the early 50's, well constituted school athletic associations were operating in Calgary and Edmonton with locals of the Alberta Teachers Association frequently taking the lead in organizing and conducting competitions. Larger rural communities were also receiving considerable impetus from school administrators and teachers at this time in the organization of school sport.

The original constitution of the A.S.A.A. was modelled after those already in use in Calgary and Edmonton. However, many modifications were introduced in order to accomodate the rural areas in which circumstances were considerably different to the closely knit urban zones.

2. Current Situation

With the formation of the A.S.A.A. in 1956 an organizational structure was established and this basic format is still in place today. A total of ten geographic zones were determined and an executive is responsible for the organization and coordination of activities within each zone. Each of the zones is autonomous and is free to conduct activities within the zone as it sees fit. However, all zone representatives advancing to provincial competitions must comply with A.S.A.A. regulations on eligibility. At present, the majority of zones closely follow provincial regulations and activities but one or two zones are more restrictive in the policy while one or two zones are less restrictive.

At approximately the same time as the A.S.A.A. was formed, two other developments took place in Alberta and these three things have combined to influence the growth of school sport in the province.

- the Faculty of Physical Education was established at the University of Alberta in 1955
- during the 1950's there was a consolidation of many of the small rural schools into larger jurisdictions with better facilities becoming available.

The growth of school sport over the past 25 years has not been spectacular but it has been steady and apparently in line with the wishes of school personnel. For many areas in the province, school sport in 1950 consisted of a boys basketball team and an exposure to track and field and softball in the spring. The A.S.A.A. now coordinates 25 provincial competitions annually in eight different activities. The competitions during each school year begin with cross country running in October, continue with volleyball in November and December, wrestling in February, curling and basketball in March, gymnastics in April, badminton in May and track and field in June. In volleyball and basketball, categories are established according to school population and in this manner competition is equitable whether a student attends a rural school with a population of 50 or a large city school with a population of 2,000.

In order to determine representatives to provincials, each zone conducts competitions at the zone level and frequently at a conference level within the zone. Each year over 3,000 student athletes now participate in a provincial competition and it is estimated that in excess of 30,000 participate at the zone and conference level. Therefore, approximately one third of the total student population of 103,000 students in 271 member schools takes part in the interscholastic athletic program.

In addition to the activities which are sponsored at the provincial level, a number of zones carry on interschool competitions in a variety of other events. These include football, rugby, soccer, swimming, field hockey, golf, rodeo and skiing.

Although the activities mentioned above are those that make up the bulk of interschool athletic involvement, they also form the basis of intramural sports programs and/or club programs carried on in many schools. Depending upon facilities available and the biases of physical educators other activities that receive exposure in Alberta schools are team handball, tennis, racquetball/squash, lacrosse, weight lifting and baseball.

The exposure to a variety of activities has resulted in a very significant increase in overall participation by high school students as is illustrated by the South West Zone. Records indicate that up until the late 1960's this area was very basketball oriented and a number of schools concentrated their interschool athletic energies on a boys basketball team from September to April. Through the influence of a number of people in the zone encouraging a broader scope of participation this area now sends a full compliment of competitive participants to all provincial events in both boys and girls activities. It would appear that this expansion has not detracted from the basketball program as the South West Zone still captures several provincial competitions each year. The important point is that, through exposure, a greatly increased number of students are being provided with an opportunity to compete in numerous other worthwhile activities.

The growth and development of sport in the school has not been without problems and the following are some of the items which require thought and action.

- As school personnel have followed the policy of providing equitable competitive opportunities to as many students as possible, in as many activities as possible, a point is reached whereby the facilities and the leaders are unable to keep up with the demand. Many teachers have developed a specialization in a particular activity and if this high level of expertise is to be passed along to the students, extensive practice is required. It is now a common occurence for school 'plants' to be unable to provide all of the practice and competitive time that the coaches desire. It is likely that the more aggressive coaches and the more 'glamorous' activities will receive the bulk of facility time in such situations and other activities, which may be as beneficial to the student, will be short changed.

- With the growth of activities and an increase in participants, a concurrent growth in officials is essential. This has not been the case and the sports governing bodies of such activities such as volleyball, basketball, wrestling and gymnastics have expressed concern over the problem of being able to train and retain sufficient numbers of qualified personnel to adequately service the sport.

- The time and expense of travelling to competitions has been a cause for concern for many years, particularly in rural areas. This has been accentuated in the past two years with rising fuel prices forcing some school jurisdictions to make cutbacks in programs. To illustrate the impact of this one factor - as late as 1977 and 1978 a common charge for transport by school bus was in the 30¢ to 50¢ per mile range. The prevalent rate being charged this year is $1.00 per mile!

- As individual sports governing bodies seek to improve and expand their programs an almost universal feeling is that in order for an activity to grow and prosper it must be included in the school program - particularly at the high school level. Consequently, school personnel have been bombarded by skills award programs, teaching progressions and fund raising projects distributed by national and provincial sports governing bodies. In considering that there are 60 plus sports governing bodies it is obvious that all cannot include their sport in the school physical education curriculum nor in the co-curricular program. In order to attain success in introducing additional activities into the curriculum and club programs of schools it seems logical that the sports governing bodies will have to make a coordinated approach to education authorities. The ramifications to such a move could be extreme and could alter such items as teacher training, facility planning and curriculum planning.

- Similar to many other sports governing bodies, the A.S.A.A. finds itself in the position of coordinating an expanding program of services without a corresponding increase in financial assistance. At the present time the Association has four major sources of funding:
    - Annual grant from Alberta Recreation and Parks
    - Registration fees of member schools
    - Western Canada Lottery
    - Casino

Since beginning to receive lottery funds in 1979, the annual grant from Alberta Recreation and Parks has been drastically reduced. The Casino is an uncertain source of funds as the Association did not receive a Casino licence in 1980. The end result of the funding program is that 75% of the Association budget relies upon gambling income and is therefore quite unstable. The funds obtained in this manner are accompanied by guidelines stipulating the purpose for which the funds may be spent and therefore, although the total income of the Association has increased considerably over the past two years, the amount available for administrative purposes has been reduced.

3. Major Actors

The following "actors" can be identified within the present system of School Sport in Alberta

1) A.S.A.A.:

Strengths: a) province wide in scope - probably has active representation in more Alberta communities than any other sport/recreation related agency.

b) has a definite structure to provide programs and service province wide

c) has easy access to suitable facilities

d) generally recognized as the organization that is the "voice" for school sport

Weaknesses: a) the A.S.A.A. is third in line, following 1) school and 2) zone in priority, in the eyes of many school personnel

b) there is no tangible assistance or recognition provided by Alberta Education

2) Individuals (School Staff and Administrators):

Strengths: a) the quality and quantity of available leaders is high

b) communication with students is direct (fast)
c) new people coming into the field bring enthusiasm and new ideas

Weaknesses: a) leaders frequently have commitments in a number of areas which limits time that can be spent in coaching and/or administering athletics
b) bias of some leaders results in overemphasis of one activity to the exclusion of another
c) work overload leads to competent pesonnel "opting out"

3) Students:
Strengths: a) available to participate
b) students of high school age have the ability and maturity to adapt quickly to innovative or new activities
c) are at an age to develop quickly with good coaching
d) generally enthusiastic toward participation in physical activities
Weaknesses: a) tendency on the part of some students to prefer widespread participation with minimum effort or sacrifice
b) competition for students time - ie: part time work or other activities

4) Sports Governing Bodies:
Strengths: a) members are usually dedicated to the promotion and improvement of a particular activity
b) have technical expertise readily available
Weaknesses: a) frequently emphasize the development of the 'elite' to the disadvantage of mass participation
b) do not take a 'wholistic' viewpoint in the development of the individual
c) lack of coordination among sports governing bodies appears to encourage an 'everyman for himself' attitude

5) Municipal Recreation Departments:

Strengths: a) where cooperation between schools and communities is practiced, both can profit by common use of facilities, sharing of facilities and joint planning of facilities

Weaknesses: a) lack of cooperation results in less than optimal use of facilities and either duplication of programs or program voids

4. Future Trends

There is a tendency to increased participation in individual activities, some of these being non competitive in nature

More and more students take on part time (or full time) jobs and this directly affects the time available to participate in school sponsored activities

Due to a variety of reasons, school staffs have stabilized considerably in the past few years. With less turnover of staff, some schools now have a majority of senior personnel who no longer wish to assist with co-curricular programs

New staff members, in many cases, are more aware of their responsibilities in the area of co-curricular involvement and this can have either a positive or negative effect upon a school program

Whether because of funds obtained from jobs or from parents, more students appear to have the finanaces to become involved with recreational pursuits that need not be school sponsored ie: ski

Increased permissiveness at home and at school results in students being less willing to accept a strict code of discipline that may be a prerequisite of many coaches

As the economic growth of Alberta continues there will be an increased degree of competition for the student athletes time. If schools wish to retain students for school based activities they will have to consider becoming involved in this competition and sponsor activities that will be attractive to students

Government assistance seems to be placing a greater emphasis on 'elite' assistance, ie: Scholarships, 'Games', Olympics, Universiade

5. Suggestions and Alternatives

Schools and school personnel should be encouraging student participation in a variety of activities and teaching skills that will enable students to readily adapt to new activities, either as students or in future years as adults, ie: racquetball was unknown 10 years ago but is now extremely popular; school students receiving skill training in ball handling, hand/eye coordination, footwork, would in later years, be able to 'pick up' racquetball more quickly and more successfully than those without such training.

Teacher training programs at universities could provide wider exposure to worthwhile but less popular activities and place greater emphasis on general skill development rather than developing skills for specific activities.

School co-curricular programs will have to be appealing enough to attract students in view of the many alternatives available for 'spending time'

Joint use programs will have to be initiated, expanded or improved, depending upon the current situation. It is amazing to discover that many communities still have little or no cooperation between school and municipal authorities in the planning and use of recreational facilities. This, in spite of the fact that communities such as Red Deer and St. Albert (along with many others) have had successful joint use programs in place for years.

Although the school-community leader concept has been tried to some extent in recent years without outstanding success, perhaps the idea is worth exploring further. It may be that school teams would function best under the direction of a full time staff member but the recreational club programs and intramurals may be able to operate successfully in after school and evening hours under the direction of school-community personnel.

6. Implications

In order to provide the most beneficial programs for students, keeping in mind the ever present financial limitations, it may be necessary for many people (school staff, municipal authorities, government departments, sports governing bodies) to alter their traditional approach to school sports.

This is not going to be a simple task as many of those involved will tend to be conservative in their thinking and will feel more comfortable in traditional roles. If a coordinated effort by the groups mentioned above is to be successful, it will require some "give and take" on the part of all - some may not be prepared to "give".

The financial restraints will always be present and may be a major road-block. For example, can or should the standard format followed by the School Building Branch of the Department of Education for school gymnasium, be altered? At present, the policy provides for a specified number of square feet of gym space for a particular student population. This results in 'boxes' of varying sizes being constructed, all usually coming with the standard volleyball, basketball and badminton markings and fittings. There is no flexibility provided for innovative design that would encourage the inclusion of different activities in the school or community program.

For many years the major cause of poor quality amateur sports programs was attributed to insufficient numbers of well trained leaders. Through the combined efforts of numerous provincial and national agencies and institutions (Universities, schools, sports governing bodies, government departments, N.C.C.P.) this deficiency has been improved considerably over the past 5 - 6 years. However, for successful competition to take place in numerous activities the officials have to be of a caliber equal to the participants and the coaches. The number and quality of officials has not kept pace with the growth of activities and the mentioned agencies will have to coordinate efforts in this area to compliment the leadership development that is occuring.

Larger rural communities, as well as school districts and counties should be looking at the feasibility of appointing physical education consultants and athletic consultants along the lines followed by Calgary, Edmonton and Lethbridge.

7. Recommendations

Greater financial assistance must be made available to Sports Governing Bodies for programming at the 'grass roots level'. If the bulk of assistance is directed to the 'elite' level the supply of participants advancing to that level will disappear. The government assistance to sports groups must be realistic in light of present inflation rates, ie: many organizations have been receiving the same amount of assistance for the past three years while costs have gone up 25% - 50%.

Greater financial assistance must be made available to S.G.B.'s for administration if there is to be any degree of continuity maintained. Most individuals serve as volunteers on an executive for 1 to 3 years. The hired personnel are counted on, in many situations, to provide the continuity for the volunteers and recently in Alberta, several S.G.B.'s have had resignations of employees due to insufficient funds and lack of security in the positions.

The A.S.A.A. should have a direct financial liaison with Alberta Education. This would allow a greater degree of coordination between physical education consultants and school personnel working in co-curricular areas. A positive result of such a relationship may be an increased emphasis upon the total school athletic program - class, intramural and interscholastic - and thus encourage schools to provide programs that will involve a higher percentage of the student population. Such a liaison may also encourage Alberta Education to provide funding for support staff for Physical Education and Athletic programming.

To help counteract the observation that Governments appear to be placing greater emphasis on 'elite' development - some activities should be encouraged to attract participants at the lower skill level. For example, if all 'Games' are to follow a developmental trend, with the ultimate aim being successful competition at the international level, then 'Games' within a province will eventually be limited to pre-teens. Therefore, the 'Games' within a province (Southern Alberta Games, Alberta Games) should concentrate on being a 'Festival', rather than being a rung on the ladder leading to the Olympics.

8. Research

Although studies have been carried out in the United States and Ontario correlating individual achievement as a student and as an adult with participation in school athletics, it may be worthwhile to conduct such a study in Alberta.

INTERUNIVERSITY AND INTERCOLLEGIATE SPORT
ISSUES AND CONSIDERATIONS

Dennis M. Kadatz

This paper deals with an examination of sport organization and administration within Alberta's post-secondary education system. Topics discussed include administration, programs, finances, coaching, officiating, facilities and administrators. Numerous issues are identified and suggestions for resolution are offered.

1. HISTORICAL BACKGROUND

Three universities and ten colleges/technical institutes in the Province of Alberta have had interuniversity and intercollegiate sport competition at their institutions anywhere from 10 to 60 years. A current list of activities for each institution can be found in Appendices A and B of this paper.

The universities of Alberta, Calgary and Lethbridge have competed in the Canada West University Athletic Association (C.W.U.A.A.) ever since 1971 when it was formed. Prior to that point, these universities competed in a conference known as the Western Canada Intercollegiate Athletic Association (W.C.E.A.A.); Lethbridge since 1969, Calgary since 1962 and Alberta since the 1920's. Other member institutions are the Universities of Saskatchewan, British Columbia and Victoria.

The colleges/technical institutes which make up and compete in the Alberta Colleges Athletic Conference are: Camrose Lutheran College, Grande Prairie Community College, Grant MacEwan Community College, Lethbridge Community College, Medicine Hat College, Mount Royal College, Olds College, Red Deer College, the Northern Alberta Institute of Technology (NAIT), and the Southern Alberta Institute of Technology (SAIT).

2. CURRENT STATUS

A. OBJECTIVES

In the opinion of the writer, there is little doubt that colleges/technical institutes are providing competitive athletic programs for the students at the institutions who are talented enough to benefit from such a program. University programs, meanwhile, provide opportunities for often recruited elite athletes in addition to the athletically talented students who happen to attend the university. Fewer and fewer student athletes are in fact "walk-ons" at the university level. The university programs are in most cases providing the highest level of competitive amateur sport in the province. In addition, university and college sport it provides a spectator activity for students, other members of the campus community, and the non-campus community.

B. ADMINISTRATION

The college athletic programs are typically administered by a Coordinator of Athletics, who reports to either a Physical Education Department Head or a Director of Student Services.

All the university programs, in turn, have Directors of Athletics, or the equivalent, who report to a Dean of a Faculty of Physical Education. Obviously, programs are normally integrated with academic programs of physical education.

Coaches typically are full time faculty members with a coaching responsibility or off-campus part-time personnel at both colleges and universities. Policy is usually determined by a joint student-faculty athletic committee

C. PROGRAMS

The interuniversity program consists of 13 sports for men (4 of which are on a league basis) and 9 sports for women (2 of which are on a league basis), with all but two (judo, curling) leading to national championships, organized by the Canadian Interuniversity Athletic Union (C.I.A.U.). The C.I.A.U. is made up of 47 Canadian degree granting institutions, organized into 5 men's and women's regional conferences. The Universities of Alberta and Calgary compete in 11 male and 7 female sports, while The University of Lethbridge competes in 5 male sports and 4 female sports.

The Alberta Colleges Athletic Conference has a program of 3 league sports and 8 tournament sports, made up of 11 men's activities and 9 women's activities. Of the A.C.A.C. list of activities (men's and women's basketball, men's and women's volleyball and men's hockey) five lead to national championships, organized by the Canadian Colleges Athletic Association (C.C.A.A.).

D. FINANCES

Programs at both universities and colleges are typically funded by a combination of student fees and university/college support and to a limited extent by gate receipts. Financial problems have appeared to plague universities in the most recent 10 years. Program quantity has dropped as demonstrated by the University of Calgary's reduction from 16 to 11 men's sports and from 12 to 7 women's sports. The usual story of inflation, devaluation of the Canadian dollar, and particularly increased travel costs have had, and will continue to have their toll on program size.

Not faced with the necessity of air travel, colleges have not yet felt the brunt of increased travel costs to the same extent as universities. However, devaluation of Canadian currency in order to purchase U.S. made athletic equipment, increased fuel costs, and rising salaries have had an effect in colleges as well as universities.

E. ROLE OF SPORT

Meanwhile, the focus and expectations of sport at all levels are on the increase. Olympic Games, Commonwealth Games, Pan-Am Games, Pacific Rim Games, World Student Games, Canada Games, Western Canada Games, Alberta Games, Conference

Championships, and National Championships all do their part in increasing the importance of sport in our Canadian and Albertan culture. Universities and colleges are expected to respond both in programs and facilities.

3. MAJOR "ACTORS" IN THE SYSTEM

University and college athletic facilities, athletic administrators, athletes, coaches, athletic trainers and sport researchers all play an important role in both educational amateur sport and the total amateur sport scenes.

A. FACILITIES

Facilities are used for coaches' clinics, seminars, training camps, youth sport camps, provincial training centres, national training centres, provincial high school playoffs, provincial junior championships, provincial senior championships, coaching certification programs, Commonwealth Games, national championships, Can-Am competitions, Alberta Games, World Student Games, age-group programs and athletes' clinics, in addition to intercollegiate and interuniversity practices and competitions. The use of facilities by non-institutional programs is relatively unknown, unpublicized, and surprising to many, and alarming, dismaying and concerning to others. However, the point must be made that post-secondary athletic facilities in Alberta have, for a long time, carried an extremely heavy load in servicing programs for provincial and national sports governing bodies - many times for a very minimal or non-existent rental charges. With the budget squeeze, how much longer can we expect this to happen?

B. ADMINISTRATORS

Many of the post-secondary athletic administrators have served in a variety of executive capacities in local, provincial and national sport organizations. Often it is assumed that these are professional obligations, expected of professionals in the area such is the case to an extent, but the line has to be drawn at times.

C. ATHLETES

Athletes from post-secondary programs, expecially at the university level, often form the basis of provincial and national teams in this province. In sports, such as basketball, volleyball, wrestling, field hockey, soccer, ice hockey, track and field, diving, gymnastics, football, and more recently swimming, the majority of top provincial team athletes are from the university programs.

D. COACHES

Many university and, to a lesser extent, college coaches, are appointed and selected to coach provincial and national teams. Other times there are other post-secondary physical education personnel who are prepared to make a contribution. Often these "appointments" are without salary or honorarium, and at the same time take the employee away from his/her place of employment for extended periods. How long will this practice be able to continue?

E. TRAINERS

Here again, the same point as made about coaches could be made about trainers. Where would provincial teams be without trainers from post-secondary institutions?

F. RESEARCHERS

This is an area which has not been as productive as it perhaps could be, in view of the author of this paper, but things are improving. Contract research projects for sports governing bodies, masters degrees in coaching, and a genuine interest in sport by researchers is changing this area. Research is one function of universities, it should be pursued. Finances must be made available.

4. FUTURE TRENDS

A recent University of Calgary publication, called The Shrinking Maze, tells it all. Declining enrollments, provincial funding, which has not kept pace with increased costs, and the threat of federal support being withdrawn does not paint a bright picture for colleges, and especially universities in the future. This is true in the general sense for all post-secondary institutional academic programs, never mind-cocurricular programs such as athletics.

Post-secondary institutions in this province do not get a "dime" because they have athletic programs. Athletic programs do not directly result in enrollment units and, thus, do not derive any funds from the provincial coffers. Athletic programs are not alone, but programs of this nature are feeling the squeeze first. Obviously, many administrators, students and staff, as well as the public believe athletics at post-secondary institutions have an important role to play. However, when the "crunch" comes, as it has in the past 10 years, it will not be the academic programs which derive enrollment units that we will likely see reduced or cut. What will happen to athletics?

Given that university and college athletic programs make a contribution to the sporting scene in Alberta, and if these programs are to survive, it would appear that additional new funding for these programs is an absolute necessity. Student fees (a touchy political issue at best), limited gate receipts, and ever reducing institutional support will likely not be the financial answer of the future.

5. ALTERNATIVE SOLUTIONS

The author of this paper offers the following possible solutions and their associated problems.

A. INCREASED STUDENT FEES

Universities in Alberta currently have the highest special student fees for athletics and recreation in Western Canada. Increases at this time are subject to referendums and the like, when support is suspect at best, particularly without increased commitments by other contributing parties.

B. INCREASED INSTITUTIONAL SUPPORT

This suggestion is not very realistic. No further comment is necessary at this time.

C. INCREASED GATE RECEIPTS

In order to have any significant increase the programs would have to undertake a completely new philosophy. The programs presently exist on an educational model. It is the opinion of the author that the commercial or professional model of "big time" U.S. college sport is unacceptable and unrealistic in the Canadian scene.

D. COPORATE/ALUMNI/SPONSORSHIP/DONATIONS/ENDOWMENTS

Again, some of the problems associated with the "big time" U.S. college athletics are inherent in these alternatives. However, recent legislation to allow the Provincial Government to match interest generated by endowment funds for operating costs is welcomed by virtually all institutions.

E. LOTTERIES

The Provincial Government could set aside a percentage of its share of the Western Canada Lottery for the purpose of financing university and college sport. The public, including the participants in the lottery, may or may not see this as a worthwhile project.

F. CASINOS

The Provincial Government could allow universities and colleges, as well as legitimate organizations thereof, to hold casinos in some manner that other amateur sport organizations are able to. To exclude the educational sports community appears to be discriminatory.

G. BINGOS, RAFFLES, AND OTHER FORMS OF GAMBLING

Here again, it is the opinion of this author that educational institutions should not be treated in any manner different from other charitable, non profit, amateur sport groups.

H. SPECIAL TAXES

Some states in the United States have special taxes on such things as entertainment, alcoholic beverages, tobacco, gasoline, sales and other so-called luxury items to support sports programs.

I. GOVERNMENT ENDOWMENT

The announcement, by the government, of the "athletic and recreation scholarships" program funded by an endowment established from Heritage Trust Funds was welcomed by all institutions. But, will the institutions have the financial resources to offer quality programs for these deserving athletes? Perhaps the same approach should be taken in terms of operating funds for the programs. Grants could be in the form of an amount per athlete, per program, per institution or on a matching basis with student and/or university contributions to name a few alternatives.

J. REGULAR GOVERNMENT SUPPORT

An alternative could be to build financial support for intercollegiate and interuniversity sport into the regular budgeting process of the government with amounts determined by one of the alternatives suggested in Section I above.

K. INCREASED UNIVERSITY/COLLEGE FUNDING FOR SPECIAL PROGRAMS SUCH AS ATHLETICS

It is the opinion of this writer that increased funding must come from somewhere and by some means if college and/or university sport is to survive at some reasonably high competitive level in the future. Unless the funding is provided for specific non-academic programs, such as athletics, administrators of these programs will always be at the mercy of limited resources after all other higher priority academic programs are first considered. Co-curricular and/or extra-curricular activities on post-secondary campuses have suffered, are suffering, and will suffer immensely in the future. Non-formula grants are an absolute necessity for the survival of these programs, which many of us believe have a significant effect on the quality of life, not only on campuses but in the communities they serve.

6. IMPLCATIONS ON THE EXISTING SPORT DELIVERY SYSTEM

As illustrated in the previous sections, it is this writer's opinion that universities and colleges are playing major roles in the development of sport in the Province of Alberta, through their support of the provincial and national sports governing bodies. One cannot state that the process has been without problems, but for the most part it is the author's opinion that universities and colleges have been cooperative, supportive and sympathetic with athletic programs outside the educational setting.

"How go the university/college athletic programs so go the others" is a saying which may be applicable in this instance. The availability of professional coaches, the training of coaches, and the availability of athletic facilities are absolutely essential components of the entire delivery system. Few will argue with the statement that the post-secondary institutions are one of the primary sources of the ingredients of a successful sport delivery system.

It is the strong (obviously biased) view of this writer that the continuance of sound university/college athletic programs are an absolute necessity in the "sport delivery system" of this province.

7. SPECIFIC RECOMMENDATIONS

The author of this paper offers the following recommendations, not necessarily in any order of priority.

A. JOINT COACHING APPOINTMENTS

Alberta Recreation and Parks and/or provincial sports governing bodies should examine the possibility of some joint university/college and provincial coaching appointments.

B. JOINT ADMINISTRATIVE APPOINTMENTS

Alberta Recreation and Parks and/or provincial sports governing bodies should examine the possibility of some joint university/college and provincial executive director/technical director appointments.

C. THE ESTABLISHMENT OF A POST-SECONDARY INSTITUTION ATHLETIC ADMINISTRATIVE OFFICE

Alberta Recreation and Parks should recommend and finance the immediate establishment of an office for university/college athletic administration. The office should include at least an executive director, sports information officers for both the A.C.A.C. and the Alberta universities, and the necessary secretarial and clerical support. Such an office is necessary to administer, coordinate, and publicize the A.C.A.C. and other athletic activities of the post-secondary institutions.

D. FINANCIAL SUPPORT FOR INTERCOLLEGIATE ATHLETIC PROGRAMS

Alberta Recreation and Parks should recommend to the appropriate ministry the immediate institution of a non-formula funding program for the members of the A.C.A.C. A full A.C.A.C. program costs between $120,000. and $150,000. per year in 1981 dollars.

It is recommended that a matching non-formula grant program of financial aid, up to a maximum of $75,000. in 1981 dollars, be made available to each member of A.C.A.C. The other 50% of operating costs should be provided through student fees and/or university funding.

F. APPROVAL OF CASINOS FOR UNIVERSITY/COLLEGE GROUPS

Alberta Recreation and Parks should recommend to the appropriate ministry the immediate inclusion of university/college sport groups as those who are eligible to apply for and be granted the right to hold casinos as are other amateur sport groups.

G. MATCHING DONATIONS FOR OPERATING PURPOSES

Alberta Recreation and Parks should recommend to the Department of Advanced Education and Manpower the approval of a policy of matching coprorate and/or alumni donations for operating purposes in addition to the present policy of matching donations for capital equipment purposes.

H. CONSTRUCTION OF JOINT USE FACIITIES

Alberta Recreation and Parks should recommend a policy of constructing provincial training centres on campuses of Alberta colleges and universities, which would serve as joint use facilities with sports governing bodies. Some facilities could be exclusively university/college in the daytime during the week, and exclusively amateur sport in the evenings and weekends.

I. ATHLETIC AWARDS FOR POST-SECONDARY STUDENTS

The Government of Alberta is to recommend for its recent announcement of athletic awards (scholarships) to be funded by an endowment established from the Heritage Trust Fund.

Alberta Recreation and Parks should recommend to the appropriate ministry that the value of these awards must cover tuition fees, books and room and board (approximately $2,500. - $3,000. per year in 1981 dollars) if the awards are to serve the purpose of keeping Alberta athletes in Alberta. Anything less will still mean that the outstanding "blue chip" athletes will gravitate to the United States.

J. JOINT FEDERAL-PROVINCIAL COACHING APPOINTMENTS

Alberta Recreation and Parks should recommend and fund the joint appointment of national and provincial coaches, who could be housed in an academic setting to take advantage of training and research facilities, which these post-secondary institutions could offer.

K. ESTABLISHMENT OF SPORTS MEDICINE CLINICS

Alberta Recreation and Parks should recommend to the appropriate ministry the approval of sports medicine clinics in Edmonton and Calgary. These clinics should be housed at the Universities of Alberta and Calgary and must allow physicians and physiotherapists to charge back for their services to the Alberta Health Care Commission. This is an area in which Alberta is, undoubtedly, unprogressive.

N. SPORT RESEARCH FUNDING

The Government of Alberta is to be commended for the recent establishment of the Heritage Medical Research Fund. Unfortunately, sport researchers do not appear to have access to that fund, although many are capable of doing research which can contribute to knowledge in preventative and corrective medicine. Parks and Recreation should establish a sport research fund which could be reviewed and administered by an organization like a provincial CAHPER or an Alberta Section of CASS.

O. CAPITAL EQUIPMENT GRANTS

Alberta Recreation and Parks should have a policy of providing capital equipment grants to post-secondary institutions, which are prepared and/or have proven that they are prepared to extend their programs into the non-university community. The present situation of encouraging public use of post-secondary facilities and equipment without special funding is difficult to justify in the academic community.

P. CREATION OF PROFESSIONAL JOB OPPORTUNITIES

Alberta Recreation and Parks should have a policy of encouraging the employment of physical education and recreation graduates from Alberta universities. This goal can be accomplished by providing adequate funding for provincial sports governing bodies to employ such personnel as executive directors, technical directors, provincial coaches, program directors, and information officers to name a few.

8. SUMMARY

As a teacher, administrator and coach at the University of Calgary for the past 17 years, it is likely the author has his biases.

However, in preparing this paper the author consulted with Mr. Ken Tidsbury, Coordinator of Athletics, SAIT; Mr. Al Bohonus, Coordinator of Athletics, Mount Royal College and President A.C.A.C.; and Mr. Ed Zemrau, Director of Athletics, The University of Alberta and Past President C.I.A.U. In addition, he drew on his experiences of world wide travel and study; familiarity with one major U.S. athletic program; through working knowledge of the C.I.A.U.; a good understanding of several other university programs; a solid background in a provincial and national sports governing body and, most of all, having had the responsibility to develop, lead and administer a university athletic program for the past 15 years.

It may appear the author is painting a bleak picture for university athletics and he is - -UNLESS another alternative source of funding is found. Programs in Ontario are "drying up" rapidly, Quebec programs are practically non-existent except for the English speaking universities. Atlantic Canada is reasonably strong, particularly with good fan and alumni support as a result of virtually no professional sport to compete with.

Universities in Western Canada are concerned - at least athletic administrators are! The squeeze is on. Some academics do not have a great deal of sympathy for interuniversity athletics.

If the Province of Alberta is interested in improving, much less maintaining, the intercollegiate and interuniversity athletic programs, it will have to provide some ear-marked non-formula grant finances almost immediately or else irreparable program damage will occur. For example, proud university programs will revert to ones with either two or three sports, or they will down grade the level by employing part-time off campus coaches and competing in local and perhaps provincial leagues. Maybe it's "in the cards", but this administrator is prepared to fight.

INTER-UNIVERSITY AND INTER-COLLEGIATE SPORT IN ALBERTA

Hugh S.D. Hoyles

This paper deals with an examination of the broad role of secondary education institutions in society and in sport development. Topics discussed include university sport and physical education, philosophy of sport and physical education, an analysis of the sport delivery system and the future directions of sport and physical education. The paper suggests broad goals for sport and the establishment of a ministerial council for sport. The paper also discusses numerous recommendations for the improvement of sport administration and organization.

INTER-UNIVERSITY AND INTER-COLLEGIATE SPORT IN ALBERTA: An integral part of the provincial sport and physical recreation mozaic

The world of the 1980's is a world of specialists. People in all walks of life, because of the knowledge explosion, are more and more involved with jobs that require a very high degree of specialization. Our educational institutions as a result of this development have a very important role to play in the socialization process and must therefore be good corporate citizens. Before any discussion can take place about university and college sport in Alberta, it is essential to look at the raison d'etre of Alberta universities and colleges.

A. UNIVERSITY PURPOSE

It may come as a surprise to some that universities today, particularly in North America, are taking a close look at themselves and what their purpose is. As recently as November 16, 1979, the Senate of the University of Alberta formally established a Commission on University Purpose. It was resolved that:

> a Commission, the composition of which shall be determined by the Chancellor and Executive Committee, be established forthwith to inquire into the nature, purpose or purposes, and function of a "University" - and to this end generally, but having before it the particular situation of the University of Alberta.[1]

Submissions have been made and are continuing to be made to the Commission. Much informal discussion has occurred both within and without the university and as well, distinguished speakers, among them

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1. Resolution: Commission On University Purpose, Passed by the Senate of the University of Alberta, November 16, 1979.

Dr. Pauline Jewitt and Dr. David Suzuki, have come to Edmonton to speak to this question of university purpose. The Alberta experience serves to emphasize the ongoing quest for university purpose. This, of course, is a strength because it shows that the university, rather than subscribing to the Bureaucratic System Theory that tends to take organizational goals as given, subscribes to the Action Theory Model that looks at goals as problematic and subject to the perception of the individual participants within and without an organization.

The university which had teaching as its main purpose in its very early stages of North American development has changed radically and today's university assumes diversified sets of goals. In fact, ambiguity of purpose is one of the major characteristics of the present university and is sometimes used as the basis for distinguishing it from other societal organizations.

In the early 1800's, the North American university's function was essentially one of the transmission of knowledge (professors teaching students), taking the cue from Oxford and Cambridge. The lecture room combined with the tutorial are the hallmarks of these British institutions. In terms of the actual institutions, the U.S. and Canadian universities were small and diverse sectarian institutions reflecting the large number of denominations in the New World. In the late 19th century and right into the 1900's, the German influence, which placed a major emphasis on scientific research and search for the truth, popularized the formation of graduate schools where students could be free to choose whatever courses they liked and professors could be free to investigate any and all kinds of problems. Increasingly scientific research and intellectual criticism became the tools of scholars in their efforts to expand the frontiers of knowledge. North Americans saw the advantages of both approaches, i.e., in general terms, the British approach and the German approach, and the combined purpose of teaching and research fell nicely into place with the undergraduate and graduate streams. By the turn of the century, it was possible to identify research as a firmly established function of North American universiites.

From an operational standpoint, Canadian, and more particularly, Alberta universities spurred by the German example plus an increasing population were government funded and non-denominational. Privately funded institutions, mainly because of few, if any, individual accumulations of wealth in early Canada, were almost non-existent. State funding was the economic force that largely contributed to Canadian university development.

At about the same time as research was being established as part of North Amercian university purpose, a utilitarian approach was beginning to creep in. In simplified terms, this was a feeling held by many that vocational goals should be emphasized and as a result, so-called professional faculties emerged, such as engineering, architecture, etc. It is easy to see how the purpose of research and this utilitarian approach could be 'bedfellows' and how they have merged under the title of research.

The most interesting development in this century has been the acceptance of the role of the university to service its society. Actually, from the time universities began to emerge as institutes of higher learning, their mission has been service to society. By preparing individual students for specific skills or professions, the universities have served their environment, but this is really indirect sevice to society.

With the trust in the early 20th century towards government funded universities, institutions moved toward more and more direct service to the society as well as continuing its indirect service. Our own province is a prime example. The desire of Alberta's first premier, A.C. Rutherford, to create a government or state-funded university became a reality in 1906 when the provincial government passed the University Act providing for the creation of a non-sectarian state-funded university in Alberta. The University of Alberta profited from history and the teaching and research functions were exemplified in the rapid formation of the Faculties of Arts and Science, Applied Science, Medicine, and Law.

However, the organization and formation of the Department of Extension at the University of Alberta in 1912 was most significant as it indicated that direct service to the society in which it existed, or, put simply, community service, was a high priority in the earliest days of the university.

Probably the Second World War, which brought with it funds from government and industry to search for solutions to wartime problems, provided the biggest impetus for the general acceptance of the universities' direct serving of society.

> Few things, however, are more spectacular about the contemporary American university than its plunge into direct service to society; to agriculture, business, government - local, state, and federal - social welfare, environmental control, middle-class leisure needs, and most recently, the whole infinitely delicate and mine-strewn field of ethnic uplift...[2]

It is unquestionable that universities in general and the three in Alberta in particular (University of Alberta, University of Calgary, and University of Lethbridge) include community service as part and parcel of their reasons for existence. Besides the myriad of services offered by the extension departments, one only has to look a bit further to see the community services offered by the various faculties and departments across campus. The Faculties of Dentistry, Education, Physical Education, and Law all have a record of some community service. Departments of Continuing Education and Special Sessions reaching out to the rural areas of the province are other examples of this service.

Sometimes in the rush to describe university purpose as teaching, research, and community service, the teaching aspect is glossed over as that transmission of knowledge that takes place in the lecture halls, seminar rooms, and tutorial meeting places. It is difficult to pinpoint what the teaching role is, but one must remember that the university is

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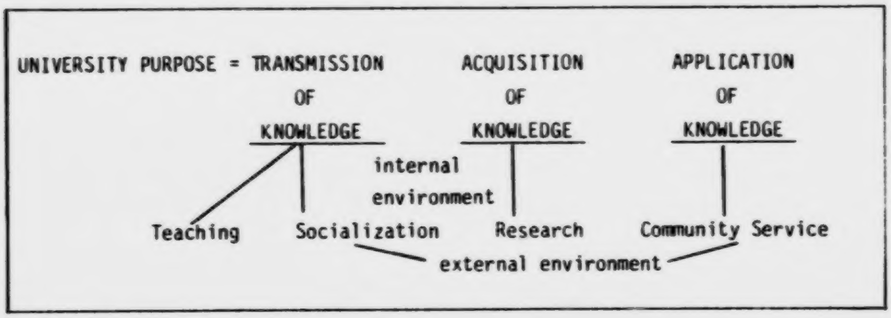
2. Nisbet, R., The degradation of the academic dogma: The university in America, 1945 - 1970. New York: Basic Books, 1971

also a community within itself and that an essential part of the teaching purpose is the socialization process. The ultimate test of an eductional institution is how much it contributes to building a strong, healthy, and mature social environment. The university may transmit knowledge in an academic sense, may acquire knowledge through research programs, and may apply knowledge by providing service to the surrounding community, but it will not pass the ultimate test if it does not have a strong, healthy, and mature internal social environment which will allow the transmission of knowledge through socialization to exist.

To avoid the risk of this purpose being misinterpreted, the definition of purpose must be expanded to include the socialization process.

The purpose of the university then is to transmit knowlege through the teaching and socialization processes, to acquire knowledge through research and to apply knowledge through community service. All these are to be done within the context of achieving excellence.

This expanded definition describes what a university stands for. The inclusion of the socialization process stresses the importance of having a strong, healthy, and mature internal social environment to transmit knowledge but also relates to community services and the building of a strong, healthy, and mature external environment. To emphasize only the socialization process through the external environment and community service at the expense of the internal environment and the transmission of knowledge would be a mistake. Both must coexist. An attempt to illustrate university purpose diagrammatically follows:


UNIVERSITY PURPOSE = TRANSMISSION OF KNOWLEDGE
ACQUISITION OF KNOWLEDGE
APPLICATION OF KNOWLEDGE
internal environment
Teaching
Socialization
Research
Community Service
external environment

B. COLLEGE AND TECHNOLOGICAL INSTITUTION PURPOSE

The history of colleges and technological institutes in the province really only starts in the late 1950's when the Lethbridge Junior College was established in 1957 and with the passing of the Alberta Public Junior Colleges Act in 1958. Again, as with the universities, these institutions were born and matured because of government funding. In 1914, an institution in Calgary was denied permission to grant degrees as a university and was converted into the province's first Institute of Technology and Art to later become known as the Southern Alberta Institute of Technology (S.A.I.T). Mount Royal Junior College was established in 1910 but was a private church-affiliated college until 1966 when it became a public junior college. Notwithstanding these two anomolies, junior colleges did not emerge as a widespread phenomenon until 1958 with the passage of the Act mentioned earlier. Camrose Lutheran College received junior college status in 1959, Red Deer in 1964, Medicine Hat in 1965, and Grande Prairie in 1966. Others have come later.

The single most important part of the Junior Colleges Act was the proviso that an institution to become a junior college had to affiliate with a parent university. Therefore, the emphasis at these institutions was on university transfer programs. The main purpose of the junior colleges was to make higher education more rapidly available to Albertans. In other words, it was hoped that with their establishment, the number of students enrolled in post-high school institutions would be greater than if these colleges were not in existence. Equally important to note was the evidence of the strong tradition of community service as most of these colleges offered terminal courses and were to be the centre for the immediate community's adult education program. It was generally accepted that the Junior Colleges provided a link between the secondary schools and the universities.

At about the same time (1959), the report of the Royal Commission on Education in Alberta dealt significantly with the concept of the community college. At that time, vocational and trade programs were highly centralized at S.A.I.T. and the Commission felt that decentralization of these programs to places called community colleges was essential. The Commission felt strongly that these colleges would be a new and necessary link between the secondary school and the vocational school for the non-professional group. Programs would be planned to meet the variety of needs of service industries and skilled trades and would include core subjects at whatever level of capacity the student possessed. The province appears to be currently moving in the direction of establishing these kinds of institutions with Grant MacEwan Community College and Lethbridge Community College, and therefore bringing another aspect of education into the public supported school system.

This movement to the community colleges concept signalled a slight change in the provincial approach to educational institutions. However, the strong tradition of community service was shining through again. It was further exemplified by the move in the early seventies to drop the word "junior" in junior college and replace it with 'regional'. The communities in which these junior colleges existed were really not benefitting fully because of an apparent concentration on university transfer programs and there was a neglect of a wider function of comprehensive programs. The 'new' regional colleges would offer more varied programs or, in other words, expand more into community services.

The establishment of the Northern Institute of Technology (N.A.I.T.) in 1964 gave the province two excellent technological institutes: N.A.I.T. and S.A.I.T. This again reaffirmed the province's commitment to providing many and varied educational opportunities to its citizenry.

One of the more significant studies regarding community colleges as perceived by the surrounding community was computed by Brent Pickard in 1975. He found that:

> ...local community organizations perceived a community college service role designed to assist organizations in achieving their goals as a legitimate college activity. Local community organizations perceived themselves as willing to participate in relevant community service projects in partnership with the community college.[3]

There is then some common ground shared by all these educational institutions - they have the shared purposes of transmitting knowledge and applying knowledge. As with the university, the ultimate test of colleges and technological institutions is how much they contribute to building a strong, healthy and mature social environment. So these institutions may transmit knowledge in an academic and curriculum sense, and may apply knowledge by providing services to the surrounding community but they also must work towards building a strong, healthy, and mature internal social environment which will allow for the transmission of knowledge through the socialization process.

C. SPORT AND PHYSICAL RECREATION AT ALBERTA TERTIARY LEVEL EDUCATIONAL INSTITUTIONS

The presence of sport and physical recreation at educational institutions is as old as the institutions themselves. History books tell us that wherever people have congregated to further their education, these activities have occurred spontaneously. Taken one step further, history books also show that those great nations that have been world leaders through the ages have had a strong tradition of sport and physical recreation within their halls of learning.

3. Pickard, B., "The Role of Community College Community Services as Perceived by Community Organizations." Unpublished Doctoral Dissertation, University of Alberta, 1975. p. 162

The Expanded Concept of University Sport and Physical Education

With the expanded concept of universities that gathered impetus during and following the Second World War, sports and physical recreation at these institutions showed a similar expansion. In the developmental years of educational institutions in Canada, there was a penchant to adhere to what is popularly called the 'puritan work ethic'. Anything that could not completely fall under the strict definition of 'academics' was an extra and not really necessary. One had to work at academics - sport and physical recreation was something that was fun and done after working at educating the mind. The feeling that prevailed then at educational institutions put in its simplest form was ACADEMICS = WORK (STUDY) = EDUCATION. Sport and physical recreation were generally looked at as not being education because one did not 'study' them or 'work' at them. The university now has become, to use a somewhat hackneyed expression, a multiversity and it is now realized that one can still be getting an education outside the confines of the classroom and study hall.

It is without question that sport and physical recreation are now legitimate segments of tertiary level education. Specific departments to administer sport and physical recreation have been formed and the purposes of these departments fit quite comfortably into the purposes of colleges, technological institutes, and universities. The strong elements of the processes of teaching and socialization are evident in both the high skills of inter-institutional sport through coaches, athletes, and administrators and in the sophisticated organization techniques of campus recreation programs through advisors and participants. Further, this strong internal environment is able to articulate well with the external environment - the community - and as such is nicely in line with the purpose of the application of knowledge through community service. In the particular case of the universities, student and staff administrators of the campus recreation program and student-athletes and coaches in the inter-university program have, are, and will be involved with meaningful research.

Purposes of Departments Concerned with Sport and Recreation at Tertiary Level Educational Institutions

It is now possible to make a statement about the purposes of those departments concerned with sport and physical recreation at tertiary level educational institutions.

The purposes must be the transmission of knowledge of sport and physical recreation through teaching and socialization and the application of knowledge of sport and physical recreation through community service. These university departments as opposed to those in the colleges and technological institutes have the additional purpose of the acquisition of new knowledge related to sport and physical recreation through research.

The Evaluation Process and Establishment of a Philosophy of Sport and Physical Recreation at Tertiary Level Educational Institutions

The legitimization of any discipline at an educational institution is one thing, but once established, there has to be, at various stages, an evaluation process. Colleges, universities, and technological institutions have always couched their statements of purpose in the context of the pursuit of excellence. This in simplest terms means that when referring to the transmission of knowledge for example, it is assumed that excellence in the processes of teaching and socialization is constantly being strived for. Therefore, an evaluation process, albeit very general, is ongoing and mediocrity will not, or at least should not, be tolerated for any length of time.

Unfortunately, one cannot really end the discussion there; it is only the beginning because between the statement of purpose and the evaluation process, the decision-making process occurs and decisions have to be made as to what activities will be offered, how should they be organized, who should direct them, and to whom should they be directed. This is where the all important concept of a philosophy and objectives enters the picture.

It will be noticed that the combined term sport and physical recreation has been used in this document. The most basic concept that must be adhered to at educational institutions is the inseparability of participation in physical activities at the elite level and participation in those same types of activities at the recreational level. In more specific terms, those activities commonly referred to as intercollegiate or interuniversity must coexist with what generally have been referred to as campus recreational activities or intramurals. Additionally, the continuous striving for maximum participation and excellence must be characteristic of both the elite and recreational programs. If this coexistence is not a characteristic of educational institutions and efforts are not being made to pursue excellence and to maximize participation at both the elite and recreational levels, then these institutions are in danger of creating serious imbalances. The institutions simply could not pass the ultimate test of making a sincere effort to build a mature, strong, and healthy social environment.

There is a Canadian university that is a prime example of what happens when this unit is broken up. Interuniversity sport was dropped a few years ago and only campus recreation activities administered. Over the years, a severe imbalance in the socialization process occurred and a move to redress it is currently underway. In everyday terms, staff and students felt there was something missing.

Similarly, many small colleges, particularly in early stages of development, have frequently focused on inter-institutional teams with an almost complete neglect of campus recreational programming. Again, dissatisfaction and a quest to return to equilibrium tends to occur. The phenomenal increase in attendance by institutional personnel at annual national and regional campus recreation conferences reflects the concern for balanced programs and the quest for excellence in the socialization process.

Building a strong social environment, by definition, includes an external component as well as the internal component recognized above.

Institutions must strive for excellence in the area of services to sport and physical recreation in the community. An inward looking educational institution would only be blinding itself to its existence as an integral part of the surrounding society and denying its students and staff opportunities for the application of knowledge.

The Dilemma on University, College, and Technological Institute Campuses

The current situation on our Alberta campuses puts up a roadblock to the quest for excellence in sport and physical recreation. At all institutions, it is safe to say that the Boards of Governors and the administration recognize the legitimacy of those departments concerned with sport and physical recreation as an equal member in its structure. However, full support in an economic sense has not come along with this recognition. Sport and physical recreation is still considered an extra as the students pay an additional amount over and above tuition fees to finance the large part of the sport and physical recreation program. This creates a situation in which two parties, and in some cases, three parties, each feel they should be part of the decision-making process when it comes to programs - the students because of their monetary input; the sport and physical recreation administrators, coaches, and teachers because of their experience and knowledge gained over the years; and in the case of large institutions, physical education and recreation staff members because of their interest philosophically.

This is not a completely unhealthy situation as each group wants what it feels in its own collective mind is best for the clientele. However, there is concern that no statement of philosophy has emanated from institutions regarding sports and physical recreation. Such a statement is needed to allow decision-making to be based on some rationale. In defence of those who are responsible, the current financial situation has made them reluctant to make public statements because they feel it might hamper flexibility in decision-making. In reality though, having no philosophical base creates perennial pressure situations in which there is a periodic rush to find solutions to economic problems. In other words, there is a tendency towards 'seat-of-the-pants' management and all of its ramifications, the most bothersome being a decrease in morale.

In the final analysis, the economic pinch has hampered the educational institutions' ability to fulfill their purpose.

D. THE ORGANIZATION OF PUBLIC PARTICIPATION IN SPORT AND PHYSICAL RECREATION IN ALBERTA

Participation in sport and physical recreation across the province as at educational institutions has been present since Alberta came into existence. There are a number of examples of outstanding teams and individuals through the years and participation in a wide variety of activities has been evident.

As the members of participants increased over the years, a move to institutionalize sport and physical recreation began spontaneously and governing bodies (also called associations) for various activities developed. These bodies, operated by volunteers at the outset, fluctuated from productive years to non-productive years depending on the executive at the time. In the late 1960's and the early 1970's, more and more governing bodies raised funds to hire administrators to run the associations. Government support was available but centered more around programs, i.e., aid for officials and players clinics, travel, hosting national and international competitions, and special projects.

Each body performed a valuable service, its main object being to promote the participation in a specific activity. However, long range planning was almost non-existent as volunteers were forced to spend all their time doing the day-to-day operations work. Therefore, their service was limited and many governing bodies found themselves preoccupied with elite development only. The traditional problems of volunteer agencies hampered the development of the governing bodies: no continuity in administration; lack of communication; lack of facilities, haphazard programming, and little or no emphasis on research.

The formation of Sport Alberta in the early 1970's arose because of an apparent need to consolidate the voice of the many amateur sport governing bodies and to facilitate in Alberta what has been called the sport delivery system. Sport Alberta has suffered the growing pains of any organization - lack of funds, sometimes unclear objectives, varying degrees of leadership ability, and as a result, to this day, it has not been totally effective.

There are probably two major reasons for its ineffectiveness. First, there has been a lack of funding and since membership in Sport Alberta brought no measurable benefits or increase in services to the associations, support waned. Second, the natural self-interest of associations made it difficult for a unified voice for Alberta sport to develop. Generally, association members were volunteers and wanted to give what free time they had to their own activity or, in short, they wanted to work autonomously.

However, this does not mean that nothing has been accomplished since Sport Alberta's inception, nor does it mean that the concept of an umbrella organization is wrong. Arising from Sport Alberta, despite a sometimes 'rocky' road, were the Alberta Winter and Summer Games - these projects, while now under a crown corporation, have become part of the Alberta scene and have been successful. Recognition of contributors and athletes through a Hall of Fame dinner was another successful venture. As well, the forum available at the annual general meetings of Sport Alberta has allowed for problem sharing and various action plans to develop.

In April of 1978, new grant regulations for provincial recreation associations were announced and put into effect. In short, every association as a result of these regulations was able to apply for up to $30,000.00 from the Province of Alberta government. Associations were now, generally speaking, able to get more support and were given some autonomy in allocating funds within the particular association. This was a major step forward for the provincial associations in aiding them to better their delivery system. It was most significant that the government made a decision to give considerably larger financial support to the governing bodies of sport and physical recreation.

Purposes of Sport and Physical Recreation Governing Bodies in Alberta

Keeping in mind the preceding discussions, one can formulate what the purposes of the provincial sport and physical recreation governing bodies must be. Their purposes must be: the transmission of the knowledge of sport and physical recreation through the processes of teaching and socialization; the acquisition of the knowledge of sport and physical recreation through related research; and the application of the knowledge of sport and physical recreation through service to the community.

These purposes for sport and physical recreation on a province-wide basis are essentially identical to those that have been stated earlier for sport and physical recreation on our campuses. Purposes are only completely meaningful if a direction is given them. The constant quest for excellence gives these purposes the necessary direction and allows for an evaluative element as well. For example, the purpose of the application of the knowledge of sport and physical recreation through community service assumes the continual pursuit of excellence in providing that service. As outlined earlier, in any organization, the all important decision-making process comes between statements of purpose and evaluation and therefore, philosophy and objectives become fundamental adjuncts to the making of decisions.

The Philosophy of Sport and Physical Recreation Within the Provincial Governing Bodies

Any governing body involved with sport and physical recreation must subscribe to the basic concept of the coexistence of participation in physical activities at the elite level and participation in these types of activities at the recreational level. Organizations that concentrate solely on one of these aspects are not making a complete effort to build a strong, healthy, and mature social environment. In the long term, an organization will get further and further away from fulfilling its purpose if efforts are not being constantly made to pursue excellence and to maximize participation at both the elite and recreational levels in its particular activity.

The image of the sport and physical recreation governing bodies in Alberta held by most people is that they exist to pursue excellence and maximize participation at the elite level only. Many of these bodies do fit this image but understandably. Because of lack of funds and facilities and because of the volunteer nature of the organization, they have been forced to fucus on one aspect of their programs - the elite. However, there are also a number that have made great strides in both areas and they have in fact a strong recreational wing in addition to an elite wing. These latter associations have realized that many people choose a particular activity for their recreational time rather than a wide variety of activities and consequently have directed a portion of their efforts to pursuing excellence in the administration of recreational opportunities and to maximizing participation.

E. THE DIRECTION OF SPORT AND PHYSICAL RECREATION IN ALBERTA

Many documents have been written about various aspects of sport and physical recreation in Alberta. The investigation in this paper of the history and development of the tertiary level educational institutions with their sports and physical recreation components and of the sport and physical recreation governing bodies points out their similarity of purpose and philosophy. The investigation also points out the strong role the provincial government has played in the development of those organizations.

It is the fundamental thesis of this paper that since the purposes and philosophies of these groups are essentially similar in the area of sport and physical recreation, then our policies must be directed to a cooperative effort in fulfillling these purposes and transmitting this philosophy. It is also fundamental that the fulfillment of these purposes requires a major role to be played by the provincial government and that this major role can be played while maintaining the autonomous nature of the various groups involved.

Therefore, a plan must be developed to facilitate the efforts of these groups to pursue excellence and to maximize participation at both the elite and recreational levels on a province-wide basis. At the same time, this plan must allow the groups to pursue the same ends within the confines of their own organizations.

F. TARGET '92: A CHANCE TO SHOW THE WORLD

The province of Alberta has a unique opportunity to be a world leader by employing a slightly different approach to sport and physical recreation. A cooperative effort is the only way to fulfill the purposes of sport and physical recreation in Alberta.

The European approach to sport and physical recreation, in general terms, has been to pursue excellence through a system of clubs. This club system has some similarities to our own provincial association system in which clubs predominate. The American approach, generally speaking, has been to pursue excellence in sport and physical recreation through the post-secondary educational institutions, the association and club system playing a role in this pursuit but unquestionably a lesser one. There are parallels of the American system in our own provincial universities, colleges, and technical institutions. Both approaches have a bit of the other in them, i.e., there is a club structure in the U.S.A. and obviously a structure for sport and physical recreation at educational institutions in Europe. It would be fair to say that both Europe and the U.S.A. have had a fair amount of success in fulfilling their purposes in the area of sport and physical recreation. However, one only has to travel in those countries to discover the problems that occur because of essentially the lack of togetherness exhibited by these two major segments. Both operate in each part of the world but with a minimum amount of interaction.

Undoubtedly, these approaches reflect the cultures in which they exist. In Alberta, there has been a strong attachment to educational institutions right from the start of our short provincial history. Community life in our villages, towns, and cities has always focused around the local educational institutions. More recently with the proliferation of sport and physical recreation governing bodies, there has been a great increase in the number of clubs and club related activities.

Albertans, since 1905, have espoused the strong role of government in the formation and maintenance of its educational institutions and programs. Furthermore, the last ten years have shown quite plainly that sport and physical recreation associations need government support to function.

Our culture therefore has features of the European system and the American system along with a tradition of a strong government presence. The challenge to consolidate these three aspects of Alberta life and make it work is not only exciting but will allow Alberta to move ahead in the area of sport and physical recration and show the rest of the world that its unique approach is the direction every province, state, or country must go. The challenge of increasing significantly the number and quality of our elite athletes and the number of recreational participants in our province can be met in the space of ten years, that is by 1991, hence TARGET '92.

The Structure

The great growth in the participation in sports and physical recreation in the last number of years has necessarily led to the institutionalization of these activities. A bureaucracy is essential when large numbers of individuals and interest groups are involved but a guiding principle when looking at the coordination of sport and physical recreation in Alberta has to minimize bureaucratic growth.

It is with this in mind that only one major structural innovation is envisaged but that those structures currently involved in the delivery system would remain. It is essential that a Minister's Council on Sport and Physical Recreation be formed immediately with representation on this council from the provincial sports and physical recreational governing bodies, the universities, the colleges, and technical institutes.* The Council would be chaired by the Minister of Recreation and Parks and the actual Council make-up would be as follows:

The universities group - 2 people (1 man and 1 woman)
The colleges and technical institutes group - 2 people (1 man and 1 woman)
The provincial sports and physical recreation governing bodies - (2 men and 2 women)

This nine (9) person Council would have as its mandate the establishment of a network for sport and physical recreation across the province and the allocation of funds for this process. The Council, in order to fulfill its mandate and to expedite action would establish six (6) projects, each project being administered by representatives of those groups mentioned above. These representatives would elect a chairperson of the project.

This arrangement would allow already-established bodies such as the Alberta Colleges Athletic Conference (A.C.A.C.) to function as usual but encourage even more intra-conference discussion on sport and physical recreation in Alberta. Those associations that currently make up Sport Alberta would function as normal and still have an arena for the discussion of common problems but because of this new arrangement, would be able to close the gap between responsibility and authority. The creation of the Council will encourage even more discussion amongst our Alberta universities in the area of sport and physical recreation within the province.

* The writer sees representation of the Alberta schools Athletic Association as absolutely necessary but discussion of that Association's role is beyond the scope of this paper.

THE MINISTER'S COUNCIL FOR SPORT AND PHYSICAL RECREATION

2 Representatives of the universities in Alberta (1 man & 1 woman)

2 Representatives of the Alberta Colleges Athletic Conference (1 man & 1 woman)

Minister of Parks and Recreation (Chairperson)

4 Representatives of all those registered associations concerned with Sport and Physical Recreation in Alberta (2 men & 2 women)

The concept of working by project fits in well with the type of people involved in sports and physical recreation and also because a project has limits, i.e., it has a beginning and an end. People in sport and physical recreation work most efficiently in short but, most importantly, measurable situations. A project approach offers these advantages. Further, the concern of never being able to 'get anything done' in a large bureaucracy is at least partially eliminated by starting and finishing a project rather than being in a situation that seems to be never-ending.

The projects to be established and their relationship to the Minister's Council can be diagrammed (see next page).

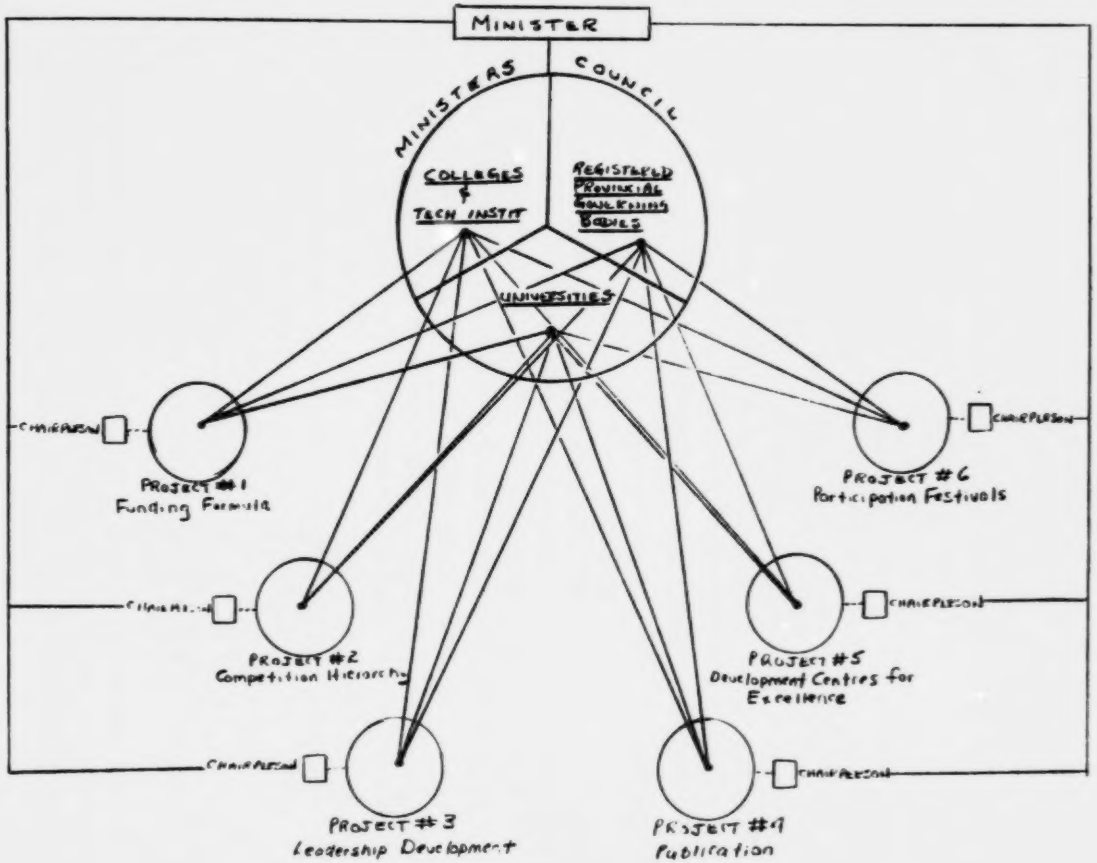

MINISTER
MINISTERS COUNCIL
COLLEGES & TECH INSTIT
REGISTERED PROVINCIAL GOVERNING BODIES
UNIVERSITIES
CHAIRPERSON
PROJECT #1
Funding Formula
PROJECT #2
Competition Hierarchy
PROJECT #3
Leadership Development
PROJECT #4
Publication
PROJECT #5
Development Centres for Excellence
PROJECT #6
Participation Festivals

Figure showing relationship of the Minister's Council and the 6 projects.
(Note: Each project to have 4 people to administer it: 1 from universities, 1 from colleges & tech, 2 from governing bd

Project #1: The Establishment of a Funding Formula for Financial Aid to Provincial Sport and Physical Recreation Governing Bodies, Colleges, Technical Institutes, and Universities.

Current situation and problems

The arguments that all segments of society, not just the sport and physical recreation sector, have currently about lack of funds because of inflation do not have to be reiterated at any length. It is a fact that those involved with the delivery of sport and physical recreation in Alberta are not able to come close to fulfilling their purpose because of lack of funds.

What happens at educational institutions (particularly where all students pay a sport and recreational fee over and above a tuition fee) is the cutting back of various aspects of the programs to the dissatisfaction of many.

The universities, colleges, and technical institutes want to provide a good internal social environment through campus recreation programs and a good program of community service. In an effort to try to do this, plus pursue excellence in interinstitutional sport, administrators have approached the private sector somewhat successfully for financial support. However, these contributors, generally speaking, want their support directed to what has been popularly termed 'high profile' activities. They want, understandably, some return on their investment. This aid is important and definitely has helped programs, but because it is directed to a specific area, it causes a great many professional arguments amongst and between faculty staff and students. Further, private sector aid is transitory and cannot be logically expected to continue over extended periods of time.

Sport and physical recreation administrators on our campuses tend to measure their success partially by the number of national championships won by their institution, the number of international athletes their institution has produced, and the number of professional athletes produced. This kind of measurement is not necessarily bad, but what is in danger of being created is a situation where this end will become all important and the processes or means to reach these ends become very questionable. Instead of concentrating on the development of teaching and coaching techniques and athletic skills, institutions will tend to spend all their energies on 'enticing' certain athletes to their campus. This will give rise to all the time-honoured problems of recruitment and athletic scholarships.

Administrators in Canada are aware of these problems and have actively sought help from federal and some provincial governments, i.e., third parties. Both levels of government have instituted or are about to institute grant-in-aid-programs to athletes. The one million dollars for athletic and recreational scholarships in 1981-82 announced by the Government of Alberta last September is commendable as it addresses squarely the problem of lack of funds. The sports and physical recreation departments on our campuses do in fact need more funds but they need funds for programs, not for individuals. It is a good program that allows for the transmission of knowledge through excellence in teaching and coaching and through the socialization process; that allows for the acquisition of knowledge through excellent research; and that allows for the application of knowledge through excellence in community service.

Those responsible for sport and physical recreation at our tertiary level educational institutions are crying for help. They feel that the pursuit of excellence in all parts of their programs is legitimate and they do not want to bastardize their philosophy by using any means whatsoever to reach ends. In other words, it is the process that is most important.

Recommedations for Project #1 focus

Recognizing the current and potential contribution of the tertiary level educational institution and provincial associations to Albertans in the area of sports and physical recreation, this project should focus its attention on establishing a funding formula to increase financial aid to these organizations through provincial government sources.

Recommendations for policies relating to Project #1 focus

1. Funding should be based on the philosophy of the pursuit of excellence through maximum participation in both the areas of elite and recreational programming. All government funding, therefore, should not single out any particular component of sports and physical recreation but be based on the total program.

2. Since educational institutions only have a portion of their population involved in the elite and recreation programs and since the sport and physical recreation governing bodies have all of their population involved in their programs, a funding formula should be established in two segments but that these two segments must reflect the equality of both groups of organizations.

3. Since research has shown that, on the average, approximately 40% of students in any particular post-secondary institution participate in the elite and recreation programs and that $35.00 is the average extra fee each student pays for these programs, the first part of the funding formula for educational institutions should be a $35.00 per capita grant based on 40% of the campus population.

   The second part of the funding formula for recognized provincial governing bodies of sport and physical recreation should be based on a $35.00 per capita grant based on 100% of its registered members.

4. With specific reference to tertiary level educational institutions, the increased financial aid should go to all those that maintain sport and physical recreation programs, i.e., universities, regional colleges, community colleges, and technological institutes.

Project #2: The Establishment of a Hierarchy of Competition on a Province-Wide Basis

Current situation and problems

One of the aspects of sport and physical recreation that receives a lot of attention is competition. There are many people who, with seemingly justifiable reasons, feel that competition in sport and physical recreation is not good. They see how violence has crept into sport and they see how, in some cases, flagrant rule violations are condoned by players and coaches because of competition and the craving for victory. They therefore question the value of competitive sports and are reluctant to support them. Generally speaking, these people argue that cooperative activities are better activities in which to participate. One must be careful when using this type of argument and not make the mistake to call competition and cooperation popular concepts. The opposite of 'competitive' is not always 'cooperative' but may be 'uncompetitive'. 'Uncooperative' may be the contrast to 'cooperative'.

In any case, it is important to remember that whether one participates in a highly competitive situation such as interuniversity volleyball, in a completely recreational situation such as 'no hit-no score' hockey, or in a totally cooperative situation such as blanket toss, one is trying to achieve something. In the first instance, it might be victory, in the second fitness, and in the third, it might be affiliation. For one person in one of these situations to say another person in one of the other situations is doing something 'not good' is, of course, to make a value judgement. The common thread therefore is achievement, or, put in another way, there is a common end being sought - achievement.

In the context of this paper then, this reveals that it is the means to the end upon which one must concentrate. Simply put, because a group of people want to compete in football to decide who wins, i.e., to achieve victory, is not wrong, but if one person maims another person en route in order to win, it would generally be interpreted as being wrong.

Therefore, competitive sport at our tertiary level institutions and in our sport and physical recreation governing bodies is certainly justified on the basis that many people desire to participate in it and achieve. It would be a value judgement to call this wrong. However, the processes involved - how and what one teaches; how and what one coaches; how and what one administers; and how one participates - are most important.

Those involved with competition in sport and physical recreation in Alberta therefore must concentrate on the means or processes of competition. The establishment of a hierarchy or network can only help the various processes.

At present, there are two problems that are tending to hamper the processes of competition. First, the 'fuzzy' relationship between clubs operating under the provincial associations and the tertiary level educational institutions. A not infrequent question asked by people in some activities is this, "Should I participate this year for the university or for a club?" (This assumes being eligible for both). One may react and say that the person simply make a choice, but in the final analysis, this situation indicates that the process of administration is lacking and that therefore the end product will suffer.

Second, there has been little or no dialogue between those involved with sports and physical recreation at universities and those involved in the same area at our regional colleges, community colleges, and technological institutes. This is a serious situation; the fact that one group really does not know what the other group's objectives are is bad enough, but what is worse is that young athletes endeavouring to make the best decision about their career do not know which way to turn. Do they go to this tertiary-level institution or that one? If this problem goes unresolved, the detrimental effects on athlete development in Alberta will be far-reaching.

Recommendations for Project #2 focus

Recognizing the role that competition plays in the life of those Albertans engaged in sport and physical recreation and that competitive sport and physical recreation are integral parts of both our provincial associations and tertiary level educational institutions, this project should focus its attention on establishing a hierarchy of competition on a province-wide basis.

Recommendations for policies relating to Project #2 focus

1. A hierarchy of competition should be structured in Alberta which would allow for more integration between the universities, colleges, and technical institutes and the sports and physical recreation governing bodies. This integration and resultant cooperation would allow the Alberta Colleges Athletic Conference (A.C.A.C.) to 'put its best foot forward' in inter-provincial and national college championships, the universities in Alberta to do the same in regional and national university championships, and the governing bodies in regional and national open championships.

2. The member institutions of the A.C.A.C. and the universities in Alberta should work in concert in the development of the Alberta athlete by establishing a 'stepping stone' approach, i.e., athletes should be encouraged to attend the colleges first for experience and to contribute to those programs, then move on to the universities. A most important assumption of this policy would of course be that, in the final analysis, the athlete can choose the institution he wishes.

3. Combined clubs made up of university teams and individuals mixed together with provincial governing bodies teams and individuals should be encouraged where facilities allow and where there is a mutual agreement between the universities and governing bodies. In actual fact, this would mean that the University of Alberta Fencing Club, for example, could have non-university members of any age as members.

4. University athletes and A.C.A.C. athletes should be encouraged t compete against one another in all activities and more importantly, these two groups should, where time allows, compete actively in provincial open competitions against club teams in all activities.

Project #3: The Establishment of a Stimulating and Comprehensive Program of Leadership Development in the Area of Administration, Coaching, and Officiating

Current situation and problems

One of the areas that has developed in Canada over the last few years has been the National Coaching Certification Program (Theory and Technical). Many Albertans from the sports and physical recreation governing bodies, universities, colleges, technical institutions, and from the Sports and Fitness Section of the provincial government have played a major role in developing manuals, conducting clinics, and coordinating programs. From the statistics available, it appears that there are a large number of people who have taken advantage of being able to attend certification clinics but by far the most have attended Level 1 clinics, i.e., the very basic clinics. Coaching expertise at the community league level has increased greatly as a result.

However, one of the problems that is being encouraged by provincial governing bodies is the retention of this broad base of coaches so these people can progress up the certification ladder. Obviously a number leave coaching for business or personal reasons but many drift away because they are not stimulated at small speciality clinics and workshops. They see the same clinicians (who were conducting the Level 1 clinic) whose expertise may be excellent, but whose approach and philosophy inevitably will be the same.

The sports and physical recreation departments of the universities, colleges, and technological institutes can make a major contribution to the governing bodies by aiding in structuring a stimulating coaching clinic network that will see top provincial, national, and international coaches broght to the province. The educational institutions have the facilities and obviously they could use the guest coaches to stimulate their own 'in-house' programs while these guests are in their vicinity.

It appears that coaching, and therefore player skills, have plateaued in Alberta and a renewed focus on that segment of sport needs to occur. The same situation is evident in the areas of administration and officiating. People have given excellent service in these areas but need to be stimulated by new people and rewarding situations.

Recommendations for Project #3 focus

Recognizing the contributions that the Sport and Fitness Section of Alberta Recreation and Parks, the universities, colleges, technological institutes and governing bodies have all made to leadership development in the area of sports and physical recreation, this project should focus its attention on formalizing the interrelationships of these groups to provide a renewed emphasis on leadership skills.

Recommendations for policies relating to Project #3 focus

1. The Government of Alberta should encourage the educational institutions that currently operate out-of-season sports camps for athletes (e.g., summer sports camps for hockey) to immediately establish a close liaison with the particular provincial associations and include Level 1, 2, and 3 coaching clinics as part of those programs.

2. In relation to #1 above, officials clinics and administrator workshops should be set up in conjunction with these camps as soon as possible.

3. Any tertiary level educational institution that establishes a formal liaison with a provincial sport and physical recreation association in the area of an out-of-season development camp should be eligible for a Recreation Work Experience Program grant to help administer that particular camp.

4. This program of leadership development should make allowances for staffing by top provincial, national, and international coaches, officials, and administrators.

5. Any groups of Alberta athletes touring internationally or attending international competitions should be encouraged to include a worthy administrator and official from the particular provincial association.

6. As coaching expertise improves over the next few years, the tertiary level educational institutions should be encouraged to utilize coaches who have the National Coaching Certification Program credentials.

Project #4: The Establishment of A First Class Publication to Report On, to Editorialize On, to Comment On, and to Promote and Recognize Amateur Sport and Physical Recreation in Alberta

Current situation and problems

There have been a number of attempts in Alberta over the past few years by private individuals and groups to offer a community service through a sports and physical recreation publication. These people endeavoured to inform the public about noteworthy events, particularly sports events by using either a newspaper or magazine format. There is at least one tri-yearly publication, using the tabloid newspaper format, still operating. However, by and large, magazines specifically designed to reflect Alberta sport and physical recreation have been initiated in a burst of enthusiasm but inevitably have failed for any number of reasons, the main one being financial - income being unable to offset expenses.

The entrepreneurs engaged in these ventures get caught up in the vicious circle of low circulation leading to a drop-off in advertising sales which leads to lower income which in turn leads to quality cutbacks which finally comes back around to low circulation again. When the bills cannot get paid, the production fizzles and disappears. As in the private sector a new publication, whether it be a newspaper or magazine, needs at least a year and a half to two years to 'prove' itself and get into the 'black'.

Many would argue that the sport and physical recreation governing bodies all have newsletters and that the basic news of these groups gets to the people who are really interested. These newsletters are providing a good service but are definitely 'in-house' publications and cannot be expected to do anything to really promote and recognize people's contribution to Alberta life.

Another argument of course revolves around the media, particularly the printed media, and ranges from such things as, "more effort needs to be made to get additional media coverage". In reality, it is unreasonable to expect the media to be really concerned about the development of sport and physical recreation in Alberta. The media groups are in business and have a natural affinity for the business of professional sport. Professional sport contributes a lot to the media, especially advertising, and the closeness of these two groups is a 'natural'.

The final question to be answered is, "Why even suggest the establishment of an amateur sport and physical recreation publication - a lot of people are participating, so why bother?" It is important that besides providing a community service, the sum total of local publications (in this case, Alberta Publications) reflect the environment in which they exist. If it is intended to pursue excellence and to maximize participation at both the elite and recreational levels of sport and physical recreation in Alberta, then Albertans must be made aware of the efforts, performances, and interesting experiences of those people involved. Recognition of effort is an important part of the program of sport and physical recreation along with the coaching, the teaching, the administering, and the participating. Recognition will go a long way in retaining the top sport and physical recreation people in the province - a widely circulated, first class publication can do this. With some sustained support, a publication of this nature could not only be unique in the world but be eagerly sought by Albertans on our news-stands and other outlets and eventually return a profit.

Recommendations for Project #4 focus

Recognizing the prestige the printed word has in today's society, the potential ability an excellent publication has to further maximum participation and the pursuit of excellence in sport and physical recreation in Alberta, and the ability for such a publication to eventually maintain a position in its own right in the 'market-place', this project should focus its attention on establishing a first-class publication to report on, to editorialize on, to comment on, and to promote and recognize amateur sport and physical recreation in Alberta.

Recommendations for policies relating to Project #4 focus

1. The Government of Alberta through Recreation and Parks should either:
   a. establish the structure and machinery within its own confines to allow for the printing and distribution of such a publication outlined above or
   b. establish a relatively long-term grant to a private entrepreneur or to a group of private entrepreneurs to give them 'seed' money to create and distribute such a publication.

2. Encouragement should be given to young people interested in a career of sports journalism to attend schools of journalism. This encouragement should be given in the form of new bursaries or by broadening the criteria of current bursaries.

3. With regards to the actual publication itself, it is not intended for it to be of a technical or newsletter nature, but rather the policy would be to design it for province-wide appeal.

Project #5: The Establishment of Provincial Development Centres for Excellence in Sport and Physical Recreation

Current situation and problems

It is a safe generalization to say that the provincial sport and physical recreation associations and the educational institutions have been doing their utmost to date to pursue excellence at the elite and recreational levels. The elite athletes have been attending different institutions or playing on club teams and receiving, generally speaking, quality coaching. Participants and student administrators in recreational programs have also, on the average, been exposed to relatively good campus recreation and intramural programs. However, we are at the stage now where people are asking for more - Alberta has been progressing in all areas of sport and physical recreation but to avoid particularly our young people from looking elsewhere for highly specialized training, instruction, and guidance, careful consideration has to be given out within-province programming.

In the area of elite athlete development, there has been some talk of establishing one provincial athlete training centre. However, for a number of reasons, this project is moving slowly. It seems that elite athletes and coaches who need a focal point in the province to pursue excellence in the off-season would use existing facilities. The logical first step in the building of a network across the province would be to have the educational institutions (secondary schools included eventually) combined with the provincial associations in establishing a whole series of provincial development centres for excellence in sport and physical recreation. Many advantages would accrue from such an arrangement, not the least of which would be the involvement of some of our smaller institutions in the most sophisticated forms of elite development.

The important principle to be followed with such a program would be to make it an off-season centre rather than a year-round centre. Our top athletes could congregate at a specific centre for development but each one would return to his or her 'home' institution during the season proper.

The establishment of permanent centres it seems would have the one big advantage of allowing for a very important articulation with the specific community. Always a roadblock to athletes who want to improve their skills in the off-season, is the necessity to work on a construction crew or some such endeavor to make money to go to school. Not only would the possibility of instructing at local sports camps be available, thus helping out the community, but employment with local firms could also be available. The potential of developing strong attachments to communities is unlimited.

The establishment of a focal point to pursue excellence and maximize participation in the area of physical recreation for educational institutions particularly has taken the form of an annual May conference (Western Canadian Intramurals Conference) at the Banff Centre.

Recommendations for Project #5 focus

Recognizing the need for more sophisticated training, instruction, and guidance in the area of sport and physical recreation, the project should focus its attention on the establishment of provincial development centres for excellence in sport and physical recreation by initially setting down a list of criteria for these centres and then conducting a survey to discover what groups would be interested in being involved in such an undertaking.

Recommendations for policies relating to Project #5 focus

1. In the initial stages of the development of these centres, the centres should be connected to tertiary level educational institutions. However, the eventuality of establishing centres in secondary schools and in various facilities (e.g., field-houses, resorts, etc.) should be considered.

2. These centres should be established on an 'off-season' basis, i.e., the policy should not be to encourage year-round development centres for excellence.

3. The criteria for the establishment of a centre should include:
   current and potential non-government financial support
   community interest
   availability of facilities
   research capabilities
   physiotherapy staff
   accessibility by public transport
   qualified staff currently on-site

4. In the case of the centres for elite athlete development, a coach should be a year-round resident to work closely with the parent institution.

5. The decision-making body for the establishment of any centre should be the Minister's Council on Sport and Physical Recreation plus a representative from the appropriate governing body and the appropriate tertiary level institution.

Project #6: The Establishment of a Province-Wide Network of Participation Festivals for Sport and Physical Recreation

Current situation and problems

The current image the public has (alluded to earlier in this paper) of sports and physical recreation in the tertiary level educational institutions and in the provincial governing bodies, is one of an over-emphasis on elitism. In some cases, this image holds true, but in many cases, it does not. For the development of a network of sport and physical recreation in Alberta, it seems that a cooperative effort by the educational institutions and the associations could go a long way in creating a positive image.

Simply stated, if each provincial association could each year, either on a pre-season or post-season basis, hold a tournament or meet in conjunction with an educational institution in which everyone could participate, the resultant effect on attitudes, let alone potential large increases in participation and fitness, would be most beneficial to all concerned.

Recommendations for Project #6 focus

Recognizing the need for an improved image of sport and physical recreation in the province and the need to broaden the base of participation, this project should focus its attention on coordinating the efforts of the educational institutions and provincial associations to establish an annual series of participation festivals.

Recommendations for policies relating to Project #6

1. Festivals should be set up in such a way as to utilize facility 'slack time' at institutions.

2. Festivals should be organized to minimize cost by involving the participants in all aspects of administration and officiating.

G. CONCLUSION

It is not the intention of this paper by proposing the Target '92 plan to tell the people concerned in the Government of Alberta how to plan. Rather, this format gave the writer a vehicle to combine some theoretical thinking with some practical application. Too often, important issues like the development of a sport policy get entrenched in utopian discussion and the real world, so to speak, is forgotten.

It is suggested that the proposed Minister's Council on Sport and Physical Recreation use the series of national and international sports festivals that will be occurring between 1982 and 1992 to literally 'show off' the progress being made in Alberta. For example, at the Edmonton World University Games in 1983 during the various symposia that will be conducted, presentations about our proposal for provincial development centres for excellence should be made. More generally, progress reports on our move to a true provincial mozaic of sport and physical recreation should also be available. Target 1992 can be the milestone that the province can focus on to have made significant increases in participation and achievement in both our elite and recreational programs.

It is appropriate to end with a word about the cooperation theme of this paper. It was stated at the outset that the university must be a good corporate citizen. As explained, not only the universities but the colleges and technological institutions are very conscious these days about their purpose. University and college 'bashing' is not uncommon and there are still remnants around of the 'town versus gown' syndrome. All educational institutions, however, acknowledge that the ultimate test of their raison d'etre will be how they contribute to building a strong, healthy, and mature social environment and these barriers mentioned earlier are being broken down.

It must be remembered that when all these groups are working together with the government - the universities, the colleges, the technological institutes, and the provincial governing bodies - each one must be able to maintain its uniqueness.

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SPORT AT THE LOCAL LEVEL: A PRIORITY IN URBAN ALBERTA

Barry K. Cooper

This paper deals with an examination of sport organization and administration in the City of Edmonton from a municipal perspective. Topics discussed include administration, participation rates, program offerings and development, competitive sports, minor league administration and facilities. Numerous issues are identified within these topics and suggestions for solution of the issues are made. The paper also examines the major actors in the sport delivery system and looks at future trends and possible implications on sport in general.

I. BACKGROUND AND HISTORICAL PERSPECTIVES

A. Local Sport History in Edmonton

Starting with horse racing in 1795 at Fort Edmonton, organized baseball in 1884, and the construction of the South Side Athletic Grounds in 1900, Edmonton has, from its beginnings, been a sporting community. Recreation facility development needs were recognized early in this Century, with the construction of the Thistle Rink in 1902, the downtown Y.M.C.A. in 1904, the predecessor of Victoria Golf Course in 1907, and the Ross Flats Soccer pitch in 1909.

The community league movement has, since 1917, provided many neighbourhood sport facilities and has formed the backbone of a comprehensive ongoing sports program.

Other developments in sport in Edmonton occurred rapidly as the City grew, as is shown in Exhbit I-A-1. At present, Edmonton has recently finished hosting the 11th Commonwealth Games, has been selected to host the 1983 World Student Games and is bidding to host the 1984 Grey Cup Game. In all, the City is one which abounds with sport facilities and sport opportunities.

II. ISSUES IN SPORT IN EDMONTON

A. Rationale for Sport

Because of the uncertain beginnings of sport, the "why" of sports is not a question which can be easily answered. However, because of the massive investment of private and public resources in sports, it is necessary that those involved in sports have a clear concept of why they are involved and what they want to achieve.

In general terms, sport has been justified because it "keeps kids off the streets", provides an outlet for aggression, fosters fitness, develops self-confidence, encourages team work, teaches participants discipline, and for many other reasons. However, most of these claims regarding the value of sport have not been tested and verified. It is likely that if this question were put - "What benefits would we lose if we banned sport (or a particular sport)" it would be difficult indeed for the respondent to be very specific in pointing out exactly what would be lost. This, then, is a vital issue! Why should we have sports, what benefit do they bring us, and what do we want to achieve through sport? While the answer which would be acceptable to the majority of people would likely be oriented towards the physical, emotional and social development of humans, proving that sport actually achieves these benefits would be a difficult step.

If those involved in sport are to be rational in the support, they must have goals, aims, and results that they wish to achieve via sport and they should be able to measure the attainment of their targets. This applies to participants, parents, coaches, sport organizations, local government, and to other levels of government as well.

Therefore, the first and most important issues which face sports are - what benefits can sport provide?
- what benefits do we want it to provide?
- is sport providing the benefits that we desire?

B. Administration

The Edmonton Parks and Recreation Master Plan, 1979-83, states as one of its objectives: "To promote and develop cultural, athletic and other recreation services for citizens of all ages". This falls within the Department's general goal which is "To ensure that citizens of Edmonton have opportunities for personal growth in their leisure time, thereby enriching the life of individuals and the community".

Specific guidelines in the Department's Master Plan in relation to athletics include:
"The emphasis on athletic programming should be on basic skill development with the City encouraging volunteer groups and sport associations to organize league and competitive activities" and "Emphasis in aquatic programming will continue to be on non-competitive activities ... the City will ... encourage volunteer groups to organize competitive activities."
Further,
"The City will support these groups by
- providing basic and advanced skill opportunities which act as feeder programs to competitive aquatic clubs
- providing advisory and consultative assistance
- cooperating with competitive groups to mutually plan, coordinate, and schedule their activities
- providing adequate facilities at reasonable rates".

(From Edmonton Parks and Recreation Master Plan 1979 - 83, pp 52 - 53.)

In terms of specific actions taken by the municipal government to foster sport, a number of services are provided. However, the City of Edmonton does not have a sport dvelopment policy as such, and the services are, as a result, somewhat fragmented. Therefore, a major issue facing the City of Edmonton is - "What direction should we take in regard to sport?"

C. Conduct of Sport Activities

1. Who is being served by Sport Activities?

a) Age

For many of the sports activities which occur within Edmonton, it has been suggested by critics that the opportunities are oriented too-heavily toward young people, that participants are encouraged/allowed to start too early in life, and that they drop out too quickly because of intense competition and team selectivity at the upper age levels. Indeed, when considering baseball, soccer, hockey, figure skating, aquatics and softball, the usual participant entry-age is between seven and nine years and the usual drop-out age is thirteen years or earlier with only a small percentage of participants continuing to age 15 or beyond. Even within this restricted age group, only a small proportion of the total number of Edmonton children are involved in organized athletics. Many choose not to become involved because they are simply not interested - they have not become motivated to participate. Others, the less-active or less-fit, have found through early experience that they cannot compete effectively, they are not accepted by team-mates, and they decide not to face the disappointment which they fear they will feel due to their expected under-achievement and consequent rejection by other young players and coaches.

Other children probably do not participate in certain activities, because of the high cost of equipment and facility rental. Still others, while perhaps physically capable and reasonably competitive in nature, do not participate because of other aspects of sport which either they or their parents view negatively. Older teenagers, with the exception of high-school athletes and a few community and club athletes, are noticeably absent from the competitive sport scene. As well, young adults seldom get involved - perhaps because of the competing responsibilities of starting families, raising children, and beginning to take on other roles in the community. Through middle age, athletic participation declines even further, until when people reach the senior citizen category at age 60 plus, with plenty of time to become involved in activities, they are no longer physically fit and even those who are have great difficulty finding opportunities to participate in sports.

b) Sex

Although there has been a growing trend in recent years toward reversal of the pattern, it is still evident that participation in sport activities is primarily geared towards males. Although many of the old myths about the fragility of the female body have been shattered, society's general conception still appears to be that girls/women should not compete against males and that females should participate only in those sport activities which are specifically designed for them. As further evidence is gathered regarding the high-performance-potential of female athletes, as more and more girls begin to play on "boys" teams, and as judgements of the human rights legislation fall in favour of females, it is likely that even more interest and resources will be dedicated toward involving females in sport.

c) Overall Numbers

In a city of over 500,000 people, Edmonton in 1980 had a total participation in organized community sports of approximately 25,000 people. If we add to this our high-school athletes, we have an additional 10,000 plus people involved. This total of approximately 35,000 people, is, roughly 7% of the population of Edmonton. While the participation figures (see Exhibit II-C-1) are not believed to be 100% accurate, the total sports participation level realistically cannot be assumed to be higher than 10% of Edmonton's total population.

2. How is Sports Participation Structured?

a) Highly-Organized

A frequent concern expressed regarding sport is that it is too highly-organized to be fun. In many sports the schedules are intense, with two or more games and two or more practices per week. This degree of involvement requires a major commitment of time, interest, and money on the part of sport participants and their families. In many cases, teams are large (resulting in numerous "lines" of athletes and much bench-sitting), leagues are large (resulting in the need for many games to complete schedules), and the individual leagues are linked with others, some many miles away (resulting in extended play-off periods for the few top teams in each league and heavy travel requirements.)

b) Competition-Oriented

Because of the heavy competition schedules, there is often very little opportunity for team players to participate in a continuum of experiences in a particular sport. Players would in most cases benefit from a scheme of initial exposure, basic skill develoment, low-key competition, advanced skill development, higher-intensity competition, skill fine-tuning, and, perhaps, an eventual transition back to lower-key competition for a "life-long" involvement of the older athlete. However, the present structure of most sports does not provide this continuum. Rather, the initial involvement in a sport is heavily oriented toward immediate competition at a high-pressure level, thus disregarding the need for easing-in and easing-out of a sport and for providing optional degrees of involvement throughout one's years of participation.

c) Seasonally-Oriented

For most sports, involvement is highly seasonal. Skiing occurs only in the winter, as does ringette, hockey, figure skating, and basketball. Baseball and softball are spring activities, soccer takes place during the spring and fall only, and football is a fall activity. Although some activities such as competitive swimming, racquetball, and tennis are carried out year-round, most sport activities are geared towards one, or at most two, seasons of the year. It cannot be denied that climatic conditions and facility availability provide the major constraints in this regard. However, there are relationships between the skills, strategies, formations and fitness levels required in various sports and these relationships are not being used to best advantage by sports organizers to provide a year-round continuum of activity and involvement for their athletes. The Edmonton Federation of Community Leagues, with its year-round program is a partial exception. However, the relationship between individual Federation sports is still somewhat fragmented.

d) Team-Oriented

Perhaps largely because of the perceived efficiencies in organizing and providing facilities and coaching for large groups of people, those with responsibility for sports development have tended to emphasize activities for large teams rather than for individuals or two or three-person teams. While this may be appropriate for children and youth, the logistics, competing demands for time, and requirement for flexibility of arrangements when dealing with young and middle-aged adults, makes large-team sport activities less feasible for them. Therefore, the large-team orientation would appear to be somewhat in conflict with a lifelong-sport focus in terms of its tendency to exclude participants.

3. Other Concerns Regarding the Conduct of Sports Activities

a) Awards

In some sports, depending upon club, coach and parent orientation, winning the championship is the all-important target. This goal if pursued single-mindedly, can rob the losers (the large majority of participants) of the many benefits which they can achieve through participation in sports if they enter the sport with a realistic orientation.

b) Safety

Certain activities (hockey, football, racquetball, skiing) are notorious for the number of participant-injuries which occur. Improved, more expensive equipment is constantly being developed and body-contact rules are being changed. However, there are still serious safety concerns with certain sports. Should support continue for these high-risk sports?

c) Violence

In certain sports, tempers of both participants and spectators regularly flare, resulting in player-player conflict and spectator-player conflict. Many citizens resent public tax dollars being used to subsidize the construction and operation of facilities which provide a battleground for poorly-socialized individuals. The image portrayed by professional athletes, the "motivational" techniques used by coaches, the disciplinary approaches used by sport organizations, and the lack of emotional maturity on the part of spectators, parents and players are all contributing factors to this problem. The question which faces all who are involved in any way with sport is - "Should violence be condoned?"

D. Organization of Sport Activities

Currently, sports activities are operated directly primarily by schools, community-based sports clubs and organizations and private and commercial organizations which operate facilities. Support for these front-line organizations is provided by sport governing bodies, municipalities and by the Provincial and Federal Governments. Although cooperation among these parties is growing, the overall delivery of sports at the local level is still fragmented. Rather than an integrated pattern and sequence of sport activities, we have competition among the various parties for facilities, participants, spectators and financial assistance.

E. Facilities

1. Type

Edmonton has a wide range of facilities, as is indicated in Exhibit I-A-1. Most existing facilities are single-purpose structures, with a multi purpose emphasis having been adopted only in recent years. Generally, facilities are built to the standards required for adult competition, with scaled down facilities for younger (or much older) participants only being tried on an experimental and, in most cases, temporary basis.

2. Range of Use

All of the facilities operated by the City of Edmonton are available to amateur athletes. For some, fees are charged based on a sliding cost-recovery scale which encourages young athletes and senior citizens but which also attempts to encourage responsible levels of demand by charging more for facilities which cost more to operate. For other facilities, including most outdoor sports fields and school gymnasia available under the Parks-School Joint Use Agreement, no charges are levied to users. Many facilities are used by sporting groups only on evenings, primarily Monday to Thursday. This concentration of demand gives rise to claims of shortage of facilities which perhaps are not valid.

Indoor school facilities are generally not available during the summers and certain schools are not available during spring, fall and winter evenings and weekends because of a stated lack of School Board funds to pay caretakers' wages during these times. Edmonton Parks and Recreation in booking its facilities, gives preference to city-wide, highly organized activities which have extensive schedules and which require many facilities at different times throughout the city. This tends, to some degree, to reduce the potential for low-organized groups to use facilities. With arenas, Edmonton Parks and Recreation puts heavy emphasis on use by young people, with the result that adult hockey players either have to play after 11 p.m. at night or rent commercial facilities at higher rates.

3. Cost

The costs of constructing facilities and operating them are rising rapidly. Citizens in Edmonton have in the past been sheltered from these costs because of high, unpublicized municipal subsidies. However, the demands for more time in existing facilities and for more facilities are now such that it is becoming increasingly necessary to move closer to a user-pay concept in order to foster greater responsibility on the part of users. Alternatives are higher taxes (seen as unacceptable) or cooperative funding arrangemets with community sports groups and other agencies (the more desirable alternative but administratively difficult).

4. Home Base Facilities

Many clubs and organizations have approached the city for home-base facilities where they can establish adminstrative offices, store equipment, conduct training sessions, and have some degree of exclusive use of competitive courts, fields, or other facilities. In some cases, the city has been able to provide such centres. However, in most cases, competing demands for facility use have prevented such arrangements. The need for such facilities should be reviewed and the capability of the city to provide them (perhaps in conjunction with organizational fund-raising ventures) should be clarified.

5. Respect for Facilities

In a number of public facilities, conflicts repeatedly arise between sport groups and the operators of the facilities over whether the condition of the facility is suitable for play. This is a particular concern in arenas, outdoor ice rinks, and sports fields where over-use of a site might result in a need for later intensive maintenance, perhaps reconstruction of the playing surface, with consequent major disruption of scheduled use. Rowdyism by players and spectators causes similar concerns. The degree of willingness of sporting groups to compromise today for later benefit to them or to other groups remains a significant problem in Edmonton.

F. Funding and Resources

1. Participants

The private costs of participation in sports are growing continually and for some activities they are becoming prohibitive. Safety concerns and the eagerness of equipment manufacturers to sell their products have raised the equipment costs to hockey players to staggering levels. The need to support a superstructure of administration for each league, coupled with travel, facility rental, and developmental costs, have resulted in increasing pressure to raise participant fees in many sports.

2. Facility Construction and Operations

Costs of land, construction, and debt payments are rising rapidly. Although government grants are available for capital costs under programs such as the Major Cultural/Recreational Facility Development Program (due to expire in 1984), Edmonton obtains only a small share of its capital requirements for facilities from such grants. As well, changes in the 1977 Planning Act have reduced the amount of low-cost land available from developers for recreational use. Therefore, the city has to devote more of its capital budget toward acquiring parkland as opposed to building facilities. An even greater difficulty may well be the cost of operating municipal recreational facilities after they are built. The levels of inflation in costs of facility operation continue to rise and have been forcefully punctuated in recent months in Edmonton by dramatic increases in energy costs as well as by the need for improved safety measures and fire protection measures. Although operational cost-cutting measures may result in minor savings, it is evident that municipal taxes cannot continue to support the same level of facility operations as in the past. Alternative measures such as higher user fees, shared operation with community organizations, use of facilities for advertising purposes, partial loss of amateur sport use in order to provide space for revenue-producing entertainment events and greater provincial assistance should all be considered in order to increase operational funding.

3. Sport Organizations
Because of the large-scale of many sport activities with local, provincial, national and even international links, it is becoming very costly for sport governing bodies and even for local clubs to obtain sufficient funds for proper administration. Edmonton is blessed with thousands of hard-working sport volunteers but in many cases, they do need support and assistance from professional staff in order to run these activities properly. The issues here are how much money do these organzations require to do a good job, what are the sources of these funds, and what alternative (cheaper) mechanisms are there for sport administration?

4. Consultative Services
The municipal, provincial and even federal governments do provide certain leadership, training and consultative resources to sports bodies. Funding for these services at the municipal level is severely limited since the city can provide only four Athletic Advisors to spend part of their time in advising and providing some scheduling services for over 50 organizations with over 2200 teams.

5. Funding Sources

The primary sources of funding for sports activities are a) municipal subsidies of facility construction and operation and consultative staff salaries, b) municipal grants, c) provincial grants for facility operations and for operation of sports governing bodies, d) lottery proceeds which are forwarded to sports governing bodies, e) participant fees, and f) fund-raising projects by sports organizations and service clubs. It is suspected that no one organization has an accurate overview of the total cost of sports or an overall concept of the share of fund-raising responsibility which can best be shouldered by each of these contributors. For greater efficiency in fund-raising and for greater effectiveness in application of funds, the allocation of funding responsibility should be resolved.

6. Inequalities

The level of funding for different sporting activities from whatever source varies considerably. For some sports, the elite athletes are heavily subsidized but the lower-level competitive athletes receive very little financial support. For some sports, the facilities are so expenisive that all levels of participants receive significantly higher levels of funding than even the most highly-subsidized participants in other sports. Equipment costs are highly variable from sport to sport, and the degree to which the equipment costs are borne by the individual participant varies widely. The degree of municipal assistance in administration, scheduling, and consultative services also varies widely (e.g. The city provides a large portion of one Athletic Advisor's time to assist in administration of the Edmonton Metropolitan Hockey Association. However, the Edmnonton Minor Soccer Association with a greater number of participants, pays its own administrative staff). The degree of funding for various types and levels of sports by the various funding sources is a problem area.

G. Development

1. Responsiveness to Local Needs

The administration of the City of Edmonton is committed to citizen participation and is highly responsive to citizen needs. Edmonton Parks and Recreation staff are oriented towards finding out what kind of service is required and tailoring their efforts in response to specific needs rather than "laying-on" universal approaches. In some instances, particular citizen demands cannot be accommodated within budget priorities and this is interpreted by the interest group affected as a lack of responsiveness. The usual approach in such cases is to explore alternative arrangements and to try and get the group to understand the rationale for the overall priority.

2. Municipal Role

The City of Edmonton has adopted a role of support to local sport organizations rather than a direct programming role. In large part, the city has tried to provide equitable levels of support to the various sports without establishing priorities for the greater development of one sport as opposed to another. In general, the city has responded to local needs and current public pressure rather than outlining objectives for sport development and carrying them out. The advisability of this approach should be reviewed in relation to the goals of the municipality for sport.

3. Leader Development

The City of Edmonton provides some leadership development assistance to sport organizations through consultative services, and through leadership training courses for coaches, officials, and administrators. As well, the municipality supports the efforts of the local sports governing bodies in running coaching certification clinics. However, the primary responsibility for leadership development has fallen upon the sports organizations themselves. Coaching certification has caught on to some extent since the

National Coaching Certification Program was introduced in the mid-1970's. However, there is still no universal requirement, at least at the local level in Edmonton, to have certified coaches for all sports. The significant problems in obtaining volunteer coaches and the desire to limit demands upon these people are no doubt partially responsible for the lack of total commitment to certification. Regardless, there is a lack of trained personnel in responsible leadership positions in sport which should be rectified.

H. Planning and Research

The City of Edmonton's planning for sport services has been largely on the basis that sport is one small area of the broad recreation field which is merely one portion of the parks, recreation, environmental conservation and historical development role of the Parks and Recreation Department. As described in Section II-B, Edmonton Parks and Recreation's desired role in relation to sport is limited somewhat but is defined in very general terms. The city has not looked at sport specifically and indicated in great detail what the municipality's planned role in relation to sport will be. In this regard, a sport development plan for the City of Edmonton would be highly desirable, beginning with the question of "Why sport?" and ending with a series of detailed initiatives and directions to be taken by the city in relation to sport in general and to each individual sport.

As a complementary task, considerable research would be required into the effects (positive and negative) of various sports in relation to the human, facility, and financial resources provided to that sport. The municipality now has only minimal statistical information on the overall conduct and results of sport in Edmonton. Therefore, further work in this area is required.

III. MAJOR "ACTORS" IN THE LOCAL SPORT DELIVERY SYSTEM

A. Municipal Government

The role of the City of Edmonton in the sport delivery system is largely a supportive one. The municipality provides exposure-level programs in some sport activities, and consultative, advisory, leadership development, and some administrative and publicity services (see Exhibit III-A-1, for further information). In general terms, the city attempts to coordinate the cooperative efforts of all organizations and agencies involved in sport and to assist groups in guiding people through the developmental aspects of sport.

Cooperation between the Parks and Recreation Department and the other "actors" is generally good, but the city is limited in its effectiveness as a result of the small numbers of staff which the city has been able to devote to sports consultant functions. An important weakness in the city's services to sport is the lack of a sports master plan which would recognize the needs and aspirations of the citizens in regard to sport, consider the availability of resources, and outline both short and long-range plans which could be undertaken by the city and the other sport delivery "actors" to meet the identified needs and aspirations.

B. Provincial Government

The major apparent impact of the provincial government on sports at the local level is in the capital grant program for recreational facilities. Few other services of the province are visible within the City of Edmonton, with the exception of certain leadership development opportunities. Few research findings regarding sport and facility development have been provided to the municipality by the provincial government. Although the province has required physical master planning for facility development, there has been little encouragement to the city to engage in operational planning or policy development in the area of sports.

Operational costs of sports facilities are a significant problem for local government, especially in view of rising energy costs. The provincial government has not yet recognized the need to provide greater assistance to municipalities in covering these operating costs.

C. Federal Government

The role of the federal government in sports appears to be to foster nationalism and patriotism through national pride in Canadian athletes who succeed in international competitions. No other effects of the federal government initiatives in sport are visible at the local level.

D. Schools

Edmonton schools all include physical education as part of the curriculum and they operate extensive extra-curricular sports programs as well. To some degree, these programs have been in competition for players with community-based programs, which has resulted in some lack of cooperation between the parties. Although schools have received much criticism in the past for "turning kids off" sport as a result of regimented, "no-fun" approaches to teaching sports, most schools have now changed their program considerably and are succesful in teaching young people that sports and fitness are fun and that they should be an important part of life. One weakness in the school program is that it does not yet appear to be successful in creating linkages between the school sports program and what is available when the young people leave school. To be most effective and have the greatest long-term impact, a sports program must be designed on the basis of what went before (participant preparation and readiness) and what comes after (what opportunities are there to continue in this or related sports when one compltes the present sport experience?). It appears that the school program has not yet recognized and provided for these transitions.

A final problem with the school approach to sport is the lack of staff who are trained in the latest instructional techniques for elementary physical education. Because of the tremendous potential for positive motivation which is present in children's earliest sports experiences, it is very important that highly-skilled, sensitive teachers lead the elementary physical education programs.

E. Sports Organizations

Because of the large numbers of participants in the major sports carried out in Edmonton, organizing and administering those sports has become a very complex and difficult task. Scheduling, managing, fund-raising, sport development, and even communicating about what is happening, have made tremendous demands on the volunteers who deliver sport services. In many cases, these volunteers have had to resort to hiring staff to assist in administering the sport. In other cases, volunteers are still attempting to provide the necessary services themselves. Aside from the time requirements to organize particular sports, there are skill requirements as well. To some degree, sport organizations have not provided extensive skill training to their incoming volunteers, hoping instead that the new recruits have the skills and ingenuity to enable them to perform administrative, organizational or coaching jobs well. When the volunteers are ill-prepared, the result is a weakening of the effectiveness of the organization and a reduction in the quality of the sport as experienced by the participants. This leadership development area is considered important by most provincial sports governing bodies and by the municipal government and both should be encouraged to deliver increased programming in this area in the future. Another factor which detracts from the effectiveness of sports organizations is their competitiveness with similar groups. In Edmonton, some sport groups have had considerable conflict with other groups involved in the same sport - over participants, facilities, and financing. Others have competed with the organizers of other sports for the same reasons. In terms of Parks and Recreation Department funding, most sports groups are in competition with cultural and other recreational groups for the greater share of the leisure dollar. The net outcome of all this competition may well be duplication of services, inflated demands for facilities and over-use of volunteer resources.

F. Coaches

The major influencers of children who are involved in sport are the coaches who deal directly with them. To be an effective coach, an individual needs motivation, sufficient time, sensitivity, personal relationship skills, knowledge of the sport, and coaching method skills. Unfortunately, many of the people being recruited for coaching positions are parents who are ill-prepared for the job but who are willing to assist in order to provide opportunities for their own children. Opportunities and encouragement for these people to develop their skills are essential.

G. Officials

Although much stress is placed upon training officials, the need to find adequate numbers is so pressing that many officials are assigned to referee games without having adequate skill and without having the maturity to make, and stay with, difficult calls. The job of officials is a lonely one and if sports activities are to be conducted effectively, officials must be given all possible assistance.

H. Spectators

Spectators help pay the bill of sport, they provide emotional support, they provide a pool of more-or-less knowledgeable people who can be drawn upon when volunteers are required, but they can also have many negative effects. Of these negative effects, conflicts and sometimes violence with officials, other spectators, and with athletes have been the most unfortunate examples. Spectator maturity and spectator education are essential if sport is to thrive and to continue to receive public support.

I. Participants

The participants or athletes are placed last on this list of "actors" by design - the reason being that they so often are the last to be considered when a sport policy is formulated or when a sports delivery system is established. Instead, the needs of the participants should be the paramount consideration in the conduct of any sport. The developmental requirements of the athletes, their motivation to compete (or not compete), their readiness (physical and emotional) to participate, and the other rival interests in their lives should form the basis of the organization and implementation of the particular sport.

IV. FUTURE TRENDS WHICH MAY IMPACT UPON SPORT AT THE LOCAL LEVEL

A. Demographics

In very recent years, the passing of the post-war baby boom peak crop out of the schools and into the labour force, has resulted in decline in the numbers of young people in schools. In Edmonton this has been accompanied by movement of young families out of the central city and into surrounding communities. This has aggravated the declining enrollment situation to the point where we now have numerous schools and other youth-oriented facilities in the central city which can no longer operate economically because of the low numbers of people to be served. The result has been the closure of central schools, rendering their athletic facilities unavailable for community use.

Although a mini-baby-boom is predicted for the mid-1980's, the resultant growth in school enrollment in the early 90's is not certain to result in the redevelopment of centrally-located facilities. If economic factors such as lowered housing costs in the inner-city become more important, we may see a reversal of the inner-city population drain and we may be able to again make extensive use of inner-city facilities. The senior citizen population will continue to increase in Edmonton, largely as a result of medical and nutritional discoveries and health care advances. This will place demands on the City of Edmonton to increase its support of lifetime sports, "senior games" and other fitness and sport opportunities for older people.

B. Lifestyle

A growing trend over the past one and one-half decades has been towards improved "quality of life". It is expected that this emphasis will continue and that it will affect more and more people in the future. It may include an emphasis on well-rounded people in preference to people who have well-developed skills in a few, specific areas. This may reduce the motivation of young people to strive for excellence in sports but it should foster their involvement at the lower competitive levels. However, the increased complexity of life and continuing advances in communication may expose people to a wider range of interests and to alternative leisure opportunites to those which are currently popular. This may result in a swing away from sport in general and competition specifically and toward fitness and fun.

C. Economics

Although cheap, alternative energy sources may well be developed during the next twenty years, the interim period will be highlighted by ever-increasing energy costs, to the point where energy retro-fits will become standard practice and availability of certain older, energy-inefficient facilities will become seriously curtailed. Other costs of facility construction and operation will continue to increase and considerable pressure will be exerted by the public to reduce spending in these areas. This will curtail certain sport activities, reduce the intensity and duration of seasonal schedules, and will encourage the development of alternative sports which will require only minimal facilities and moderate consumption of heat and light energy.

The expected trend toward higher density living in Edmonton will compound the above constraints, by reducing the amount of open-space available for recreational and sport purposes. Therefore, the municipality and the sport organizations will be forced to use innovative means to maximize the use made of the limited amount of parkland and number of facilities available.

D. Other Factors

1. Employee Fitness

Employee fitness is expected to receive greater recognition by business and government as a means of increasing the productivity of employees. This may result in extensive adult daytime use of sport and fitness facilities, thus allowing for more economical operation in terms of net loss (or perhaps revenue) per participant.

2. Computer Games

These games will be increasingly available at considerably reduced cost. It is anticipated that screens will show actual players (human) executing complex action sequences, programmed by the home computer operators. The effect of such a realistic development cannot be assessed in advance but one impact could well be a reduction in people's motivation to participate in sports themselves as a result of the new-found ability to manipulate and seemingly control the actions of the world's greatest professional athletes on screen.

3. Medical Advances

It is anticipated that medical advances in repair of bones and other tissue will be significant. This could result in a trend toward body contact sport once again, and it might result in a decline in interest in athlete safety.

4. Volunteer Availability

Technological advances will render obsolete many jobs as we know them today. This will provide a surplus labour pool and may well give rise to payment for government-paid "job-substitutes". These "job-substitutes" could well include positions for coaches, trainers and administrators of various sports.

5. Computerization of Data

Computerization of data will become such a simple and inexpensive process that computerized information processing will be commonplace not only at work but at home and in volunteer organizations as well. This will greatly simplify the administration of many sports activities and will free volunteers from the responsibility of detailed record collection and analysis, formal communication and many other aspects of sport management.

6. Computerized Coaching

As a result of research advances with dramatically improved computer capability, the job of coaching the elite or excellence-oriented athlete may be largely taken over by computerized diagnostic-assessment-prescriptive centres. Indeed, this type of service may be available to lower-level athletes as well. If combined with videotape demonstrations and individualized performance feedback messgaes, fully automated coaching systems could be operational. These systems could extend significantly the limited coaching resources available.

V. POSSIBLE APPROACHES TO RESOLUTION OF ISSUES

A. Value of Sport

Urban government needs to define its goals in relation to sports. The City of Edmonton should be able to state what it wants to achieve through the support of sport programs, it should quantify its contributions to sport, and it should devise means to measure the benefits brought about by municipal support of sport programs. Current public demands for sport facilities and services should be analyzed carefully, in order to determine whether the stated demands really reflect what people want. Exhibit V-A-1 provides an example of the type of questioning process to undertake in order to determine what the real needs are.

B. Administration

1. The City of Edmonton should place a higher priority on exposure-level and practice use of facilities and downplay competitive use.
2. The City of Edmonton should adopt a leisure-education approach, publicizing sport opportunities and strongly encouraging the public to participate in various activities in order that they may make informed choices regarding long-term participation.
3. The City of Edmonton should develop an evaluation service for use by community sport organizations to measure their effectiveness in relation to their stated goals.
4. Edmonton Parks and Recreation should develop a public sport resource centre, containing films, slides, tapes, videotapes, display materials and reference books. As well, the Department should provide an inquiry and information referral service to aid sports groups in acquiring needed information.
5. The City of Edmonton should continue to operate its own facilities and not turn them over to citizen organizations. However, the city must remain responsive to user needs and perhaps should invite community organizations to assist in the operational direction and operating cost funding for certain facilities.

C. Conduct of Activities

1. Initial participation in formal competitive sport should be restricted to children who are of an age and of the developmental readiness to participate in that sport. This age, which could be different for each particular sport would have to be based on thorough research of the effects of sport on the participant.
2. Transitional activities should be encouraged in conjuction with the existing sports. This could include the development of fitness programs for beginning participants, followed by skill development sessions, simulation exercises (e.g. table games), recreational exposure to the sport, advanced skill sessions, organized competitive involvement and then either a progression to the pursuit of excellence (higher-level competition) or a transition back to a recreational level of the activity with the intention of long-term involvement.
3. Consideration should be given to splitting coaching responsibilities so that coaches become experts in either beginners, recreational participants, competitors, or elite athletes. This would enable the easy transition of the aspiring athlete from one level to another while assuring that sufficient attention and guidance is devoted to the other, less-accomplished athletes.
4. Greater opportunities should be provided for athletes of all ages who wish to participate in recreational and low-level competitive sports and practice sessions.
5. Rules of all sports should be reviewed regularly and considered in the light of the most recent information on human developmental needs. The focus on the individual as the most important aspect of the sport delivery system should be constant.
6. Equipment and facilities should be of varying size depending upon the age and developmental stage of sport participants, e.g. oversize hockey pucks should be used for beginners, lowered basketball hoops should be used for children, and reduced size soccer, baseball, and hockey playing surfaces should be used for younger participants.

7. Sports programs in schools should be improved through assurance of highly-qualified staff in elementary physical eduaction programs, an orientation toward continued sport participation in the community after students leave school, and a close coordination of community and school sport programs.
8. Sports organizations should be encouraged to provide year round opportunities for their participants, through the development of innovative, all-weather activities and through cooperative arrangements with other sports bodies.
9. Less emphasis should be placed on winning and increased emphasis should be placed on the various other benefits of participation in sport. One of the gretaest motivators is success. If participants can learn to feel successful all through the game rather than only at the end, the desire to continue in the sport will be heightened.
10. In order to reduce violence in sport, participants should be encouraged to participate in group goal setting sessions relating not only to sport performance but to behaviour as well. In this way, both the individual and his team-mates will help to monitor and steer his behaviour in positive directions. Spectators should be given briefings by coaches and by the teams as a means of encouraging them to moderate in their reactions to the game. Banning of specific spectators from children's sports should be common practice in cases where these spectators tend to incite hostile or violent action. Officials should engage in personal briefings with both teams in any sport in order to obtain their commitment to each other and to the official that they will respect each other and refrain from unnecessarily aggressive acts.

D. Organization

1. A cooperative relationship among the various actors in the sport delivery system should be strongly encouraged. Perhaps grant-funding could be dependent upon the degree to which individual sport organizations demonstrate willingness to cooperate.

E. Facilties

Because of the rapidly increasing cost of constructing and operating facilities, demands to "build more" should be reviewed critically. Instead, the following alternative approaches should be considered.

1. More intensive use should be made of existing facilities, e.g.
   a) seven-day rather than four-day use of playing fields and
   b) longer hours of facility availability.
2. Extent of use of facilities for particular sports should be reduced by shortening season and reducing the total number of games played per season.
3. Existing single-use facilities should be converted to multi-use structures, wherever possible, through innovative design changes.
4. Portable and modular facilities such as air-supported structures and portable dressing rooms should be encouraged.
5. Businesses should be encouraged to provide sports facility space for their employees and to make the space available to the public during non-business hours.
6. Temporary street and parking lot blockages should be used to provide facilities for basketball, volleyball, etc.
7. New sports should be developed and promoted which will provide enjoyment, fun, and valid competitive opportunities but which will require only minimal space.
8. Sports organizations should be encouraged to seek shared locations for their home-bases - perhaps with other complementary groups which operate primarily at different times of the year.
9. Educational programs should be provided by the municipality to facility users in order to develop respect for facilities and to learn the consequence of improper care and maintenance.

F. Funding and Resources

1. Fees to participants for entry to facilities should be based upon the degree to which a particular program is in accordance with identified municipal goals for sport. (As well, lease rates, grants and facility allocation priorities should be related to municipal goals).

2. Budget allocations to particular sports should relate to the numbers of participants served, the level of activity, the degree to which the particular sport organization cooperates with others, and, generally, to the stated results or benefits desired and received by the community from various sports.
3. Cooperative funding arrangements involving community organizations and the municipality should be pursued wherever feasible.
4. Advertising space should be sold in sport facilities as a means of securing additional revenue.
5. The use of sports facilities for innovative fund-raising projects should be strongly encouraged.
6. New sports should be developed which would require less elaborate facilities, less ground area, less equipment, and less participant cost.
7. A review of the total sport funding requirements should occur with a view to reducing the overall finances needed and to increasing the effectiveness with which these funds are applied to an integrated sport delivery pattern.

G. Development

1. In order to increase the relevance of sport to local needs, the city-wide focus on sport should be de-emphasized and replaced by a district or community focus. In this way, the complexity of administering sports would be reduced, reductions in the league schedule would be possible, and local input into the conduct of the sport would have greater impact.
2. Improved methods of volunteer recruitment should be attempted. Perhaps a participant-registration procedure which requires not only the payment of a fee but also a certain volunteer time commitment would be a desirable approach.
3. Continued pressure for coach certification should be applied by all of the actors in the sport delivery system.

H. Planning and Research

1. The City of Edmonton requires a master plan for sport. This plan, to be developed in conjunction with both sport-oriented and non-sport oriented citizens, would outline the goals which the City wishes to achieve through sport, would indicate the directions to be taken, and would allocate the responsibility for the conduct and development of sport to the various actors in the sport delivery system.

VI. IMPLICATIONS OF ISSUE RESOLUTION PROPOSALS FOR SPORT DELIVERY SYSTEM

The underlying premise upon which many of the preceding suggestions are based is that the "actors" in the sport delivery system must identify their mission, purpose, or overall aim regarding sport - they must formulate and agree upon the desirable end-results of sport. Reaching agreement on "what we are in business for" would naturally lead to a planned, positive, purposeful approach to sport in the long run. It would create a focal point toward which the entire sport fraternity would direct its efforts. This would most certainly serve to eliminate duplication, increase cooperation, and provide a more comprehensive, continuous sport program which would receive significantly increased support from the public.

However, it is very difficult to convince people that they should think critically about approaches, methods and systems which they have used, apparently successfully for many years. In fact, it must be expected that many of the foregoing proposals would be resisted, criticized and rejected by those who are satisfied with traditional sports and with the traditional way of delivering them. Therefore, in the short term, it can be expected that the proposals may have a disruptive and unsettling effect.

Whenever it is decided to go back to the roots of an activity and question the basic rationale for its existence, we run the risk of finding that the foundations of the activity are faulty and that dramatic change is required. In the case of sport, it is expected that significant changes may occur if the whole field undergoes a critical review. However, it is almost certain that sport, in some form, will continue. Based on this assumption, it is likely that at least the following will occur:

1. The barriers between sports will be broken down, resulting in increased cooperation and greater integration of programs. This may be accompanied by a decrease in enthusiasm of the proponents of particular sports, since it is difficult to be equally zealous about a specific activity or project when one is forced to look objectively at its merits in relation to other competing activities.
2. Sport will become oriented to a greater degree towards the developmental needs of the participant.
3. Despite attempts to reduce the costs of sport, it is expected that the cost to both municipal and provincial governments will increase. On the other hand, because of new forms of sport and new methods or organizing and delivering of sport, the direct costs to most participants may well lessen.

VII. RECOMMENDATIONS TO THE GOVERNMENT OF ALBERTA

A. Planning for Sport

1. Goals for Sport

The Province of Alberta should, as a component of its current Sports Policy Study, carry out a Province-wide "Goals for Sport" project. This project would involve all the "actors" in the sport delivery system as well as the citizenry at large in formulating and agreeing upon statements of why sport in general should be encouraged and supported and what specific results they wish to achieve through sport. The project could be expected to provide:

- a clear indication of the directions and objectives which significant numbers of citizens and organizations feel should be pursued in regard to sport,
- a ground for future decision-making and responsive future planning by government and by sports organizations,
- a format for reviewing the sport goals, policies and programs of the provincial government in relation to those of the other "actors" in the sport delivery system,
- encouragement for cooperative, collaborative planning with all parties involved in the provision of sport opportunities, and,
- an indication of provincial sport policies and programs that require review from the viewpoint of the community.

2. Planning Framework

Based on the "Goals for Sport" results, the provincial government, in cooperation with the other "actors" in the sport delivery system, should establish a comprehensive framework for the planning and implementation of specific sport initiatives by each of the involved parties. This framework would outline the general goals for sport in the province, and would indicate the roles of, specific responsibilities of, action plans for, and interrelationships among the following "actors" in achieving the overall goals:

- Federal Government Agencies
- Provincial Government Agencies

- Municipal Government Agencies
- Educational Authorities
- Health Authorities
- Other Human Development Agencies
- Provincial Sport Governing Bodies
- Local Sports Organizations
- Coaches, Teachers, Parents, and
- Participants

3. Statistical Records

The province should develop statistical record-keeping processes which could be used by the various "actors" in the sport delivery system to generate and record in a common, province-wide format, the significant measures of what is happening and what is not happening as a result of current programs in sport within Alberta. This base information could then be collected and analyzed by the province on an ongoing basis in order to identify trends, problems, opportunities and requirements in the areas of sport and sport development.

4. Master-Planning

The province should establish incentives for municipalities to engage in comprehensive master planning (as opposed to the present emphasis on physical or facility-oriented master planning). Such comprehensive planning would deal in depth with operational goals, policies, strategies for human development through sport, etc., and would view physical facilities only as one means of reaching certain goals relating to the betterment of individuals.

B. "Actors" in the Sport Delivery System

1. Integration

The province should encourage cooperation and integration among the various single activity sports organizations in order to foster a year-round exposure to sport for individual athletes. For example, a baseball club might be encouraged to establish cooperative relationships with a soccer club, a hockey club and a floor-hockey club in order to provide a year-round sequence of complementary activities in which athletes could participate continuously.

2. Employee Sport Facilities

Commercial organizations should receive encouragement and incentives from the province to provide sport facilities and sport opportunities for their employees which could also be accessed by the public during non-business hours. These incentives could be in such forms as changes in planning legislation, grants, or formal public recognition for corporate citizenship.

3. Municipal Sport Development Plans

The province should provide encouragement and assistance to municipalities in preparing sports development plans. Exper in goal formulation, comparative information on plans in othe municipalities, advice on format and methodology, identification of resources, and provision of a relevant data base are some of the ways in which assistance could be provided.

4. School Sports

The province should provide advice and encouragement to school systems to review and revise their physical education programs with a view to increasing the frequency of physical education classes, emphasizing the fitness aspect, increasing the emphasis on accommodating individual developmental differences, and minimizing the extent of higher-level competitive activities.

C. Facilities

1. Experimental Facilities

The province should provide encouragement and incentives for the development of experimental facilities of various types - modular, portable, multi-purpose, etc.

2. Home-Base Facilities

The province should encourage, through advisory services and financial incentives, the provision of home-base facilities for various sport groups. Ideally, those facilities would be shared by groups whose main facility demand periods would be in different seasons of the year.

3. Energy-Conservation

The province should encourage experimentation in energy-conservation applications in sport facilities. The encouragement should take the form of consultative assistance and direct financial subsidies.

D. Provision of Funding

1. Capital Grant Program

The province should extend the Major Cultural/Recreational Facility Development Program beyond 1984 and should increase substantially the per-capita allotment of funds to at least counter the effects which inflation has had since the $100 per capita figure was established in 1975. Alternatively, it would be preferable to not only increase the dollar amount but also to increase the proportion of total project cost to be paid by the province (e.g. a 75% provincial, 25% municipal split).

2. Operating Grant Program

The province should establish an operating grant program applicable to recreational facilities to assist in the continued operation of these structures. Emphasis could be placed on energy conservation, joint municipal-community management and funding, multi-purpose use, maximization of quantity and quality of use, and preparation of sport goals and a sport development plan by the municipality as pre-conditions for the grant. No irrefutable arguments can be made for this proposal in terms of the provincial-municipal financing arrangements. The main rationale behind this proposal is simply that municipalities, with their limited funding sources have extreme difficulty in operating an adequate portfolio of public services. In this context, recreational services are seen as less essential than many others and are therefore more susceptible than many other services to fluctuating and insufficient funding levels from municipal tax sources. Therefore, in order to increase, stabilize, and guarantee the support of recreational/sport services and satisfy a significant and, at times, desperate, need for financial support for municipalities, provincial assistance is requested.

3. Funding Allocation Based on Results

   The province itself, through municipalities, should provide and encourage varying levels of sport funding depending upon the results produced by the groups or agencies requesting funds. If the group has goals complementary to those of the province, the municipality, the sports governing body, etc. and if it were able to demonstrate goal-achievement, it would then receive bonus funding. This would encourage cooperation and purposeful, results-oriented activity on the part of the "actors" in the sport delivery system.

4. Special Subsidies to Sports Facility Users

   The provincial government should establish special subsidies to sport organizations to assist them to pay the costs of rental of facilities, whether they be municipally-owned, privately-owned, or school-board owned (e.g. one-caretaker schools in Edmonton wherein custodians during evenings are not apparently affordable and schools are closed to the community).

5. Funding Responsibilities

   In association with the "Planning-Framework" as described in Section VII-A-2 of this paper, the province should, in consultation with the other "actors" develop a framework outlining "who pays for what" in the overall delivery system on identifying what sources of funding are available to each "actor".

E. Developmental Activities

1. Communication

The province should foster communication among all of the actors in the sport delivery system in order to facilitate cooperative arrangements, shared use of facilities, common goals and in order to eliminate overlap and duplication of services.

2. Females in Sport

The province should offer incentives to the various "actors" to encourage the greater involvement of females of all ages in sport.

3. Leader Development

The province should continue and expand its assistance to agencies and organizations in the provision of various leadership opportunities, including the National Coaching Certification Program.

4. Demonstration Projects

The province should encourage through special awards and grants, experimentation and innovation in sport programs. Demonstration projects should receive substantial funding as well as government disseminated publicity and evaluative research services.

5. Volunteer Recruitment

The province should assist in the development of public relations material, recruitment strategies, and training courses for sport organizations to assist them in improving their methods of recruiting, welcoming and retaining volunteer helpers.

6. Research Dissemination

The province should assist the sport delivery "actors" by analyzing and disseminating relevant research relating to sport services and facilities. This would reduce the need for all the involved organizations and agencies to carry out their own continuous searches of current research findings in the hopes of discovering developments relevant to their own responsibilities.

VIII. REQUIRED RESEARCH

A. Goal-Result Relationships in Sport

It would be useful to get information on the degree to which the results obtained by the various "actors" in the sport delivery system are in accordance with the goals or objects each actor has established. Comparative information before and after a province-wide goal-setting process would be desirable.

B. Emphasis in Sport Delivery

Information should be sought on what is the relative emphasis throughout the sport delivery system on

- exposure-level activities
- skill development
- competitive activities
- "scrub" or unstructured activities
- attitude and habit formation, and
- pursuit of excellence

C. Effects of Sport

The effects of participation in various sports on

- fitness levels of participants and
- pyschological, physical and social development of participants of both sexes and various ages should be studied.

D. Fees

The effects of fees should be measured on the

- nature
- breadth
- intensity
- duration, and
- levels (exposure, competition, excellence) of participation in various sports.

E. Parent-Coach-Spectator-Participant Attitudes

The effects of the attitudes of the above categories of people should be determined in relation to

- cooperativeness of athlete as a team member
- stated satisfaction of athlete with his sport and his degree/ nature of participation
- sportsmanship
- scoring and sport performance
- motivation to continue
- eventual achievement level in sport
- number of sports the athlete participates in and duration of participation in each.

F. Drop-Outs

Analysis should be carried out of the drop-out rate in various types of sports and the factors contributing to any differences.

G. Lifetime Sports

Research should be undertaken to discover which aspects of a sport are the factors which determine whether that sport will be engaged in throughout a longer or shorter portion of an athlete's total lifespan.

H. Facilities - Supply and Demand

Research should be undertaken on the degree to which existing demand for various types of facilities by various sport categories is being met (not met) by existing facilities. Particular reference should be made to school facilities as part of this research.

I. Facilities - Use Intensity Related to Supply?

Studies should be undertaken on the degree to which new facilities of various types are used to satisfy:

- additional, previously unmet demand or
- extension of schedules and increased intensity of use by previously accomodated users.

J. Cost Benefit - Facilities and Services

Research should be undertaken to determine the relationship of the cost of existing and incremental facilities and services in relation to the degree of sport-goal attainment by the "actors" utilizing those services.

K. Safety

Research on the effects of building construction, building maintenance, custodial care, fixtures, player equipment, coaches' qualifications, and facility management should be carried out.

L. Administrative Structures

Research should be carried out on the various sport administration mechanisms used by any and all "actors" to determine which ones are the most effective for the least cost.

IX. SUMMARY

The foregoing paper has attempted to cover the significant issues facing sport within the City of Edmonton, the main "actors" in the sport delivery system and certain assumptions about the future. As well, the paper has listed a number of suggestions for actions which could bring about resolution of certain of the issues as well as recommendations regarding actions the Provincial Government could take including the conduct of certain research, to improve sport and its delivery and support systems.

The paper has expressed some skepticism about the benefits of sport and has strongly recommended that those involved in sport undertake a critical, soul-searching process to determine the directions they wish to take and to identify, in depth, the reasons for setting those directions.

Although the paper expresses a need for improvement in many areas, it has not been the intention of the author to find fault with any of the actors in the sport delivery system. Rather, the intention has been to suggest in a positive, constructive way, actions which might be taken to improve the conduct of sport activities within urban Alberta.

SPORT AT THE LOCAL LEVEL: A PRIORITY IN URBAN ALBERTA

Douglas B. Irwin

This paper deals with a discussion of sports program administration in the urban municipal setting and presents issues related to the role of municipality as part of the total sport delivery system. The paper discusses in detail topics such as sport program administration, leadership development, volunteer and citizen involvement and service provision. The paper also deals with the need for municipal sport policies, sport development and participation philosophies, facility provision and funding sport programs. Numerous recommendations are presented to resolve the issues that are identified.

I - INTRODUCTION

Since the fifties, taxpayers have been persuaded to provide funding for public leisure services, particularly athletic programs, on the assurance that this would develop strong, healthy bodies and the strong competitive attitudes absolutely essential in a free-enterprise competitive society.

Sports programs "as a major factor in the prevention of delinquency, usually juvenile, by 'keeping kids off the street', or industrial absenteeism, by giving employees 'something to occupy their spare time', thus reducing crime costs, or the costs of lost production, are still being advocated. How this can continue to be done with a straight face, in the light of the almost astronomical and rising rates and costs of vandalism, drug and alcohol use, teenage pregnancy and suicide, simply boggles the mind!". *

Confusion on the purpose of leisure services and sports programs in Alberta is compounded by the "boom" theme in every aspect of our lives. Albertans are living in an oasis, surrounded by provinces and municipalities struggling to mow their grass and open their pools. We live in a virtual vacuum.

The summaries of probable changes in Alberta's social and economic conditions do little more than alert us to possible events which may occur.

In the formulation of policy, policy makers must not be led to believe that an accurate assessment of the future can be pre-determined. The major technological and medical breakthroughs of the past and the resulting changes in the way our society functions, must alert us to the possibility of other catastrophic changes which may occur unannounced. The automobile, television and the "pill" had a more profound affect on the behaviour of North Americans than any other factor with the exception of the world wars.

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* Tyler, E.J., Green Sword, Nov.-Dec., 1980, Volume 2, Number 11

For the purposes of this paper, the following factors are considered most likely to emerge and affect our lifestyle and therefore influence the development of leisure services:

1. Food, shelter and clothing costs will skyrocket. The percentage of disposable income required to survive will increase as a proportion of total disposable income.
2. Productivity of Canadians will continue to decline, resulting in higher unemployment due to our inability to compete on world markets.
3. The cost of fuels for transportation and heating will reduce the pace of life and frequency of travel.
4. Loneliness and despair will increase as a result of society's inability to cope and accept the fact that we must shed the competitive and private focus of our norms and values.

The issue of how best to develop sport must be preceded by the question "Why sports in the first place?" Awareness of the fact that professional sport promoters and sport academics disagree on the raison d'etre for sport, should be indication enough that there is at least more than one purpose or one end for encouraging the provision of sport programs. For the hard nosed strong-minded recreationist, sport programs may be contrary to every philosophically based reason for existing. Sport programs at the local level may be perceived to:

1. Compete for time with the recreational user in overcrowded facilities and sport fields.
2. Gobble up vast amounts of tax dollars through grants and subsidies, thereby preventing the provision of comprehensive recreation programs for all residents.
3. Promote spectator activity which contributes to the decline of fitness and the consumption of junk food. Everyone should be out playing!
4. Teach young children bad habits. The urge to conquer, defeat and embarrass other human beings and to thrill in the joy of others' defeat, is hardly consistent with a humanistic approach to human behaviour. Where do all the losers go? We create a place in our society for the winners!

The government, like the local recreationists, is faced with a dilemma. How do we ensure equitable distribution of resources to all residents and still serve the diverse needs of interest groups in the face of ever-diminishing resources? The "actors" in this play will all work towards the best interests of their program with the full knowledge that there are not enough resources to go around for everyone. This characteristic is often referred to as "selfishness".

A. ISSUE RESOLUTION

1. The role of the municipality as one agent in the sport delivery system must be clarified.
2. Update analyis of "real trends" must be made readily available to all agencies in the sport delivery system.
3. A unified effort must be made to promote a positive attitude towards the concept of sharing responsibility for the delivery of sport programs.

B. IMPLICATIONS OF ISSUE RESOLUTION

A number of barriers exist in breaking traditional roles and responsibilities. Philosophical differences, poor communication systems, staff, unions, grants systems and lack of understanding of agency responsibilities will hinder the process of greater co-operation and understanding.

Intrusion by one agency in another's area or an attempt to juggle with the status quo may be perceived as a coup d'etat by some agencies. The process of change must be steady, open and honest. Objectives must be clearly defined and sytems well thought out prior to implementation.

C. PROVINCIAL GOVERNMENT RESPONSIBILITIES

The Government of Alberta must serve as the catalyst in any movement to improve and expand the delivery of sport programs in the province. The approval of a sport development policy will clear the way for work to begin.

D. RESEARCH STUDIES

Studies into the psychology and sociology of sport administration, managers, coaches and leaders will assist in developing procedures for change. By better understanding how individuals and groups think and interact, those interested in change can work and communicate effectively with those affected by change.

II - ADMINISTRATION

A. ROLE OF SPORT GROUPS IN DELIVERING, MANAGING, PROVIDING

1. Delivery Systems

One of two methods of delivering sport programs exists within most Alberta communities. Sports are delivered either by individual sport associations which are independent of other agencies, or sports are delivered under the umbrella of a network of geographically oriented community associations. Each method is the result of both local and societal characteristics which shaped their evolution and method of operating.

Many municipalities in Alberta developed community (leagues) associations after World War II. The rapid growth of population led to a corresponding surge in residential development. The concept of the nuclear family with dad out working and mom at home with the kids was firmly in place. Families purchasing a house saw it as a one time purchase, a place to live and raise a family. With the idea of staying put for 25 or more years there was a commitment to fulfill a Christian objective of contributing towards the well being of one's own neighbourhood. The neighbourhood associations served the following functions:

a. Facilities:

The construction of a facility served as a non-religious gathering point for neighbourhood meetings, parties, dances, programs and activities.

b. Communication:

The association provided a vehicle for sharing the concerns of residents. The newsletter became the non-religious, non-commercial, non-political voice of the neighbourhood.

c. Citizen Involvement:

The neighbourhood association served as a grass-roots forum for the practical application of Canadian democracy.

d. Volunteer Labour:

The neighbourhood association provided individuals and families with an opportunity to participate and contribute to their community the only way they knew and could afford - with time and labour. Facility facelifts, rink-mending, program providing, neighbourhood-boasting, social activating and attendance at meetings enhanced the social fabric and well-being of community members.

e. Recreation Programming:

Recreation programming often served as the primary activity of the association. The programming area in which most of that energy was expended was in minor league sports. Provision of programs for adults, special populations and children, particularly girls, not interested in sports was overlooked.

There has been a decline in the number of community associations which is a reflection of changes in our social characteristics. Some of these changes are:

a. Highly mobile society.
b. Smaller families and more households without children.
c. Dual careers.
d. Mixed housing.
e. Specialization and certification.
f. The "me" generation.
g. Growth of suburbs.

The above factors are not consistent with those that existed in the first half of this century. The result is that different structures have emerged to meet the needs of those sharing common interests.

With increasing urbanization has come a quickening pace of change and impatience with respect to the traditional way of doing things. This is particularly obvious in the boom towns and bedroom communities. One of the changes is the emergence of special interest groups. Interest groups are those groups in which the shared attitudes of the members result from common objective characteristics. Fundamentally pressure groups are the representation of homogenous interests.

The growth of independent, unattached local sport interest groups allows individuals to contribute not to the general growth, development and well being of his community, but rather to the one interest that he has time for. Contribution and assistance to the delivery of a sport normally involves less than six months of the year, two or three times per week. An individual can reassess his ability or willingness to contribute every six months. The narrower scope of responsibility of an interest group allows an individual to divest himself of the cumbersome responsibility for the welfare of the whole community

Without the community association or suitable facsimile that provides a co-ordinating function, there is no mechanism for achieving objectives that serve the common good. There is no link between indoor sports and outdoor sports. No formal means exist for joint ventures for sports bodies requiring better fields, more ice or better equipped gyms.

To bridge the gap, many municipalities have initiated and expanded the recreation and parks department. The role of recreation departments in the delivery of sports programs will be discussed in the section entitled "Development".

2. Management Ability

A great deal of confusion still exists amongst sport leaders as to the extent to which coaches must be knowledgeable about the sport which they are coaching. The primary reason for this confusion is the lack of objectives for the sport.

At the local level there are normally two points of view regarding the purpose and objectives of a sports program. One point of view holds to the adage that the program is to be fun, while the other perspective holds to the principle of developing top notch national or international calibre athletes. The two objectives are not naturally compatible.

Although the objectives of a sport program may vary within a community and throughout the province, there are some common skills required by sport executive members, coaches and administrators. Skills such as planning, developing, organizing and implementing, are a minimum requirement. Communications skills are essential. Individuals in sport development and operation must know how to interact effectively, both verbally and in writing. Meetings will normally serve as the medium for accomplishing the tasks of the sport organization. Planning and conducting effective meetings is an essential part of an organizations operation.

Most local sport organizations (although there are always exceptions) lack the skilled personnel required to plan, develop, organize and implement an effective sports program. Ineffective meetings and poor communication skills make the job of executive members tedious, frustrating and cumbersome. The frustration is often found in those members who, by virtue of their regular employment, may possess the necessary skills, but are reluctant to use them. The "trained" planner/organizer may perceive his role as an executive member of a sport organization, as a hobby or leisure time activity during which time he doesn't want to utilize work-oriented skills. This characteristic is synonomous with the statement - "Damn it, I just want to help the kids - I didn't expect to have to work!" Often "trained" planners intimidate "untrained" members of the organization. To avoid being alienated, the "trained" member remains silent.

With increasing sophistication within the sport community, and with the governments and agencies these sport organizations must communicate with, it is imperative that they gain the skills and knowledge required to communicate amongst themselves and with others.

3. Leadership Ability

The development and implementation of theory and technical coaching development programs during the seventies was a positive step. The commitment of local sport organizations in insisting on their coaches having minimum certification for various levels of coaching, appears weak. It is estimated that in Sherwood Park, less than half of all coaches have Technical Level One in their respective sport, and less than 15 percent of all coaches have Theory Level One.* The lack of commitment to leadership (coaching) development is serious.

Parents and children are increasing their expectations of the coach's ability. This attitude change is a result of the publicity given to the poor performance and fitness levels of Canadians. As well, participation fees increase annually and people expect more for their money. A large gap exists between the expectation of the athletes and his/her sponsor and the organization delivering the sport.

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* Analysis by Sherwood Park Recreation comparing number of coaches to print-out of trained coaches.

The shortage of coaches is due to the lack of willingness on the part of many would-be coaches to accept the increased responsibilities associated with the rising expectations of athletes and their sponsors. Another factor further complicating the coaching development process is the problems best summarized in the adage "a little knowledge is more dangerous than no knowledge at all". More emphasis must be placed on the need to balance technical coaching development and theory coaching development.

4. Provision

The role of the provincial sport governing bodies and the local agency providing the program is not clear. Factors such as age, sex, weight, height, geographic location, school grade are applied as a prerequisite to participation by a provincial sport governing body. These criteria for participation are not often feasible at the local level. Norms and values about girls and women and minimum age vary from one region to another and within larger urban centres.

Objectives for all sports must be to provide the program to as many interested individuals as possible, recognizing diversity of ethnic, religious and cultural backgrounds and varying levels of commitment by participants. In order to ensure the development of any sport there must be interest on a broad base. Difficulties arise at the local level between the various agencies attempting to provide a wide range of sports with various adaptations which reflect the agencies philosophical bias towards sport development. Seldom do school physical education teachers, recreation programmers and local sport administrators meet in an attempt to discuss the co-ordination and sharing of responsibility for the provision of sport programs. In the absence of such meetings, each agency providing a sport program may establish their own sport policies which frequently conflict and/or duplicate the efforts of another agency.

B. STATUS OF EXISTING MUNICIPAL SPORT POLICY

The management of municipal leisure services has evolved substantially since the early years of the twentieth century, when leisure services first became an accepted function of local government. Changes in concept, philosophy, objectives, scope of services, agency structure, and constituency all affected the function of management of leisure services.

Crisis eras in our history have been accompanied by public recognition of the importance of parks and recreation in communities. World War I, the Great Depressions of the 1930's, World War II each resulted in a period of marked growth in the leisure movement. The resulting expansion can be explained in part by the attribution of new values to leisure activities and the evolution of new work patterns.

The twenty years following World War II were a period of intense growth. As Canadians sought a higher quality of life, they recognized and supported the concept of public responsibility to citizens through the provision of broader public leisure resources, facilities, and leadership personnel. In turn, leisure services agencies have become increasingly relevant and responsive to the needs of our society.

Even greater transformation of the role, function, and scope of leisure services can be anticipated in the future. The emergence of a leisure ethic, changing work patterns, energy consideration, the growth of the cultural arts as leisure resources, recognition of the needs of the handicapped and senior citizens, leisure education and counselling, the expanding function of the leisure services agency, increased competition for land and tax dollars, the development of new technology and materials, increased provincial funding for leisure and growing citizen involvement will highlight the future.

Unfortunately, the role of the recreation department as the municipal agent assigned the task of liaising with sports agencies is no better prepared, capable or willing today to accept a leadership role in local sport development, than it was thirty years ago. More often than not the development of policy is dependent upon the recreation director. At most post-secondary institutions providing instruction for recreation administration students, the concept of competitive sports is discussed with contempt. Recreation is perceived as a higher form of play than sports.

How to overcome the municipalities - the recreation department - the recreation director's attitude that their role is merely the provision of facilities, management of the budget and provision of activity programs, is a difficult task. The traditions and customs are so entrenched that to propose or suggest change is met with fear. Fear of losing autonomy, authority, prestige, power is what continues to frustrate those municipal administrators seeking the development of comprehensive community programming.

The solution lies in identifying a model for the delivery of services, and allocating the responsibility for leadership development and provision of service.

Very few municipal governments have a model from which others can clearly identify the government's responsibilities, their own and other associated agencies, therefore, there is seldom any form of sport development policies.

C. ISSUE RESOLUTION

1. Acknowledgement must be given to the fact that there is not one right way to deliver sports to all Albertans. The people of this province are as diverse as the geography of the province.
2. Local delivery systems must reflect the unique characteristics of the community.
3. A much greater emphasis must be placed on the training and education of sport administrators, managers, coaches and leaders. Sport governing bodies must insist that local clubs employ trained personnel.
4. Recognition must be given to the municipalities for their active role in sharing the responsibility in the delivery of sport programs.
5. With increasing demands for certified trained coaches, there will be a corresponding decline in volunteerism.

D. IMPLICATIONS OF ISSUE RESOLUTIONS

1. It is much easier, if not more efficient, to centralize and standardize the delivery of any service or program. Organizers must seek ways to provide and deliver sport programs equitably and yet be responsive to local characteristics.
2. It is very difficult to turn away a willing volunteer, administrator or long-time coach who has not undertaken the minimum level of training required for the performance of his duties. Implementing and insisting on uniform standards will cause hard feelings. This is a cost that must be paid for a much more important long term objective.
3. Municipalities will continue to bear the brunt of abuse from local sport organizations until such time as all agencies acknowledge that together we can overcome any difficulties in sport development. Attitudes will have to change.
4. As volunteerism diminishes, costs to program participants will increase. A larger gap will develop in quality between those sports using untrained, uncertified coaches and those that have implemented sophisticated training programs.

E. PROVINCIAL GOVERNMENT RESPONSIBILITIES

1. The province must encourage and support symposiums for the study and review of alternate systems of delivering sport programs.
2. The province must encourage post-secondary institutions to work towards developing programs that equip physical education and recreation administration graduates with attitudes that will encourage harmony between the two professions.
3. Continued support from the province in the training and education of elected and non-elected municipal personnel will enhance the understanding required for the development and delivery of sport programs.

III - DEVELOPMENT

A. METHODS OF OPERATION - A PHILOSOPHICAL APPROACH

The characteristics of every Alberta community are different. Similarities can be found in each of the medium sized towns or cities, the suburbs or the boom resource towns. But the differences demand that each community develop its own plans and priorities and in most communities they are undertaking an assessment of community needs and their priorities. Once this task is completed, the community must develop a philosophy outlining their function in the community and a model identifying the relationship of all agencies one to the other which are providing leisure oriented services.

The recreation authority must accept the responsibility of ensuring that all individuals have the "opportunity" to participate in public recreation programs which are commensurate with their interest and abilities. Basically the difference in program methods is found in the placement of responsibility for programming. The methods the recreation authority selects should relate to the basic philosophy in respect to public involvement relative to the private element involvement. The method selected should not, however, enable the recreation authority to abdicate its responsibility of ensuring increased "opportunity" for programs for all citizens.

There are three major program methods employed by recreation authorities. Following are listed the three types:

1. Direct Programming

   In this type of program method, the recreation authority provides the facilities, leadership, financial assistance, publicity, administration etc. needed in order for the program to be realized.

2. Laissez Faire of Self-Sponsorship

   In this type of program method, the recreation authority provides a co-ordinative function only and provides marginal direct or indirect assistance.

3. Facilitator or Catalyst

In this type of program method, the recreation authority provides supportive assistance to emerging or existing programs. The facilitator/catalyst method establishes policy for program development based upon (a) an examination of program balance; (b) identifying trends in recreation; and (c) thorough assessment of public need.

Although the facilitator/catalyst method appears the more appropriate route to implement, each community must assess their own unique characteristics before subjectively deciding on the method of use.

B. IDENTIFYING PROGRAM RESPONSIBILITIES

Currently in Canada it would appear as though we have lost sight of who is to be served by the provision of recreation opportunities. Local agencies argue amongst themselves as to who has responsibility for what and what the purposes of programs should be. Most community meetings are divisive. Local voluntary organizations, churches, schools, private entrepreneurs and colleges seldom recognize one another. In order to meet the demands of the coming decades we must acknowledge that we all serve the same capable and increasingly well educated population.

> "The operational assumption and principles behind the recreation delivery system... appear to place the federal government at the top of a theoretical decision-making hierarchy. Provincial and municipal governments are somewhere below, with individual Canadians forming the wide base of the pyramid. The private sector was often omitted from the discussion and the elite athlete, artist, or performer (selected from a pool of lesser participants) serve as the reason for being of the system".*

* Balmer, K., The Elora Proscription, Recreation Canada, No. 3, 1979

Simple inversion of this concept more adequately represents the situation as it should exist (see Plate One). The system must deliver the goods, so to speak, to the individual citizen.

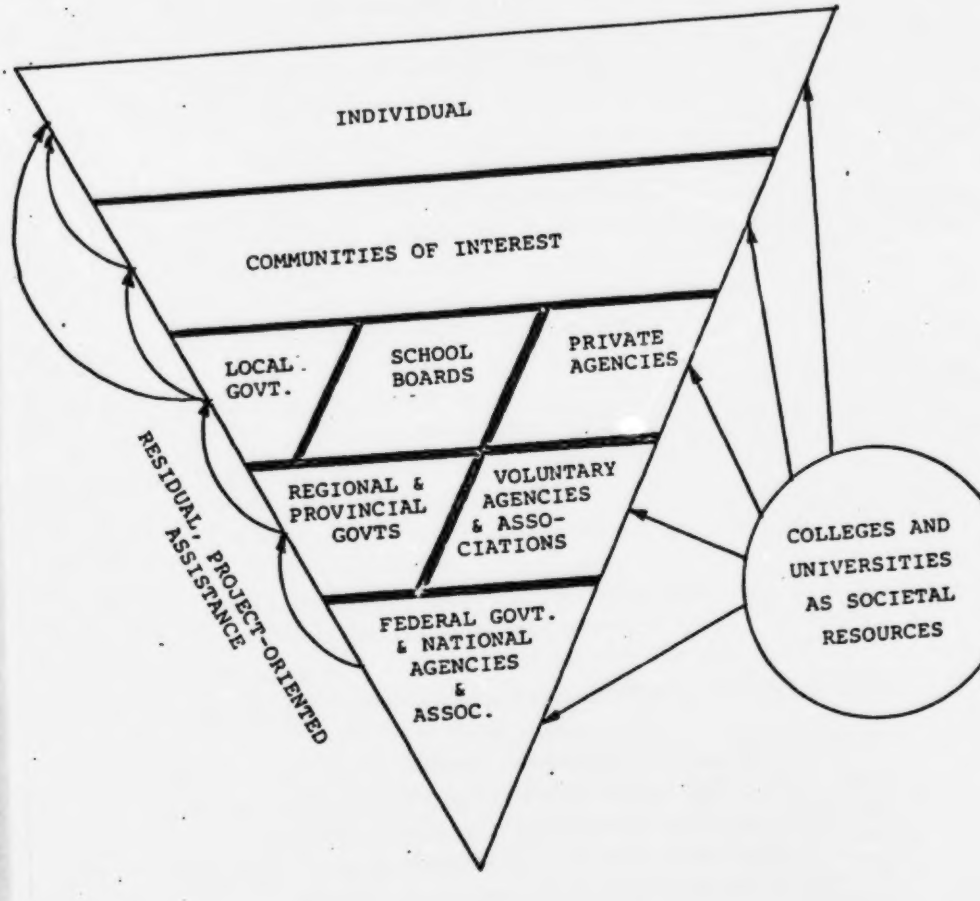
We can use the inverted pyramid model to identify individual responsibilities in the overall delivery system at the local level (see Plate Two).

The pyramid is divided into four sections. At the top are recreation services for the general public. Here the recreation board must provide or serve as the catalyst to ensure mass participation in a wide variety of recreation experiences. The theme at this level must be "We do it all for you".

In the next section, the board serves as a facilitator, assisting with leadership development, organizational skills and facility development. At this level of participation the participant must be willing to pay more and have an interest in developing a talent or skill.

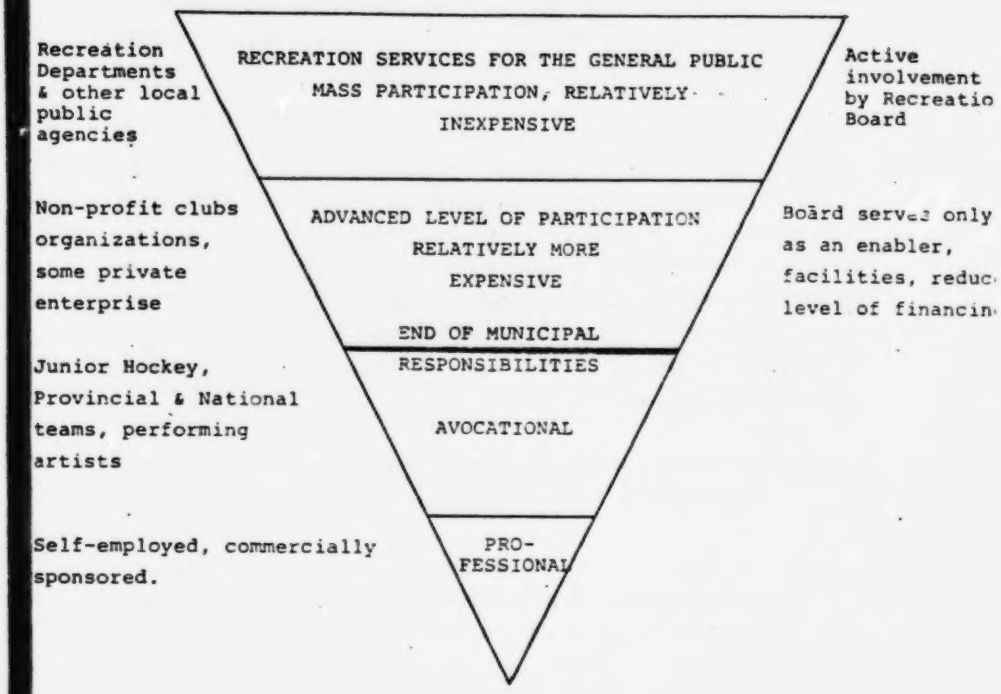
After this point the municipality and its agencies have no responsibility. The participant here seeks a sophisticated organization and must rely on other levels of government and private sources of funding to pursue excellence in his/her activity.

The professional is at the bottom narrow end of the pyramid. No level of government should be supporting this individual who must seek strictly commercial methods to support his self-employment. (This is normally the case now with athletic oriented activities but federal and provincial governments still supplement cultural professionals).


INDIVIDUAL
COMMUNITIES OF INTEREST
LOCAL GOVT.
SCHOOL BOARDS
PRIVATE AGENCIES
REGIONAL & PROVINCIAL GOVTS
VOLUNTARY AGENCIES & ASSOCIATIONS
FEDERAL GOVT. & NATIONAL AGENCIES & ASSOC.
COLLEGES AND UNIVERSITIES AS SOCIETAL RESOURCES
RESIDUAL, PROJECT-ORIENTED ASSISTANCE

OVERRIDING CONCEPT: MATURE PARTNERSHIP

PLATE 2


Recreation Departments & other local public agencies
RECREATION SERVICES FOR THE GENERAL PUBLIC
MASS PARTICIPATION, RELATIVELY INEXPENSIVE
Active involvement by Recreatio Board
Non-profit clubs organizations, some private enterprise
ADVANCED LEVEL OF PARTICIPATION
RELATIVELY MORE EXPENSIVE
Board serves only as an enabler, facilities, reduc level of financin
END OF MUNICIPAL RESPONSIBILITIES
Junior Hockey, Provincial & National teams, performing artists
AVOCATIONAL
Self-employed, commercially sponsored.
PRO-FESSIONAL

Recreation Services Delivery Model
at the
Local Level

C. APPLICATION OF THE PHILOSOPHY AND MODEL

Recreation means so much to so many people. The field of recreation encompasses everything from bicycle safety to basketweaving to playgrounds to flag football. The increasing scope and diversity of responsibilities normally associated with recreation departments necessitates innovative and creative action to meet the needs of the citizens in the face of diminishing resources.

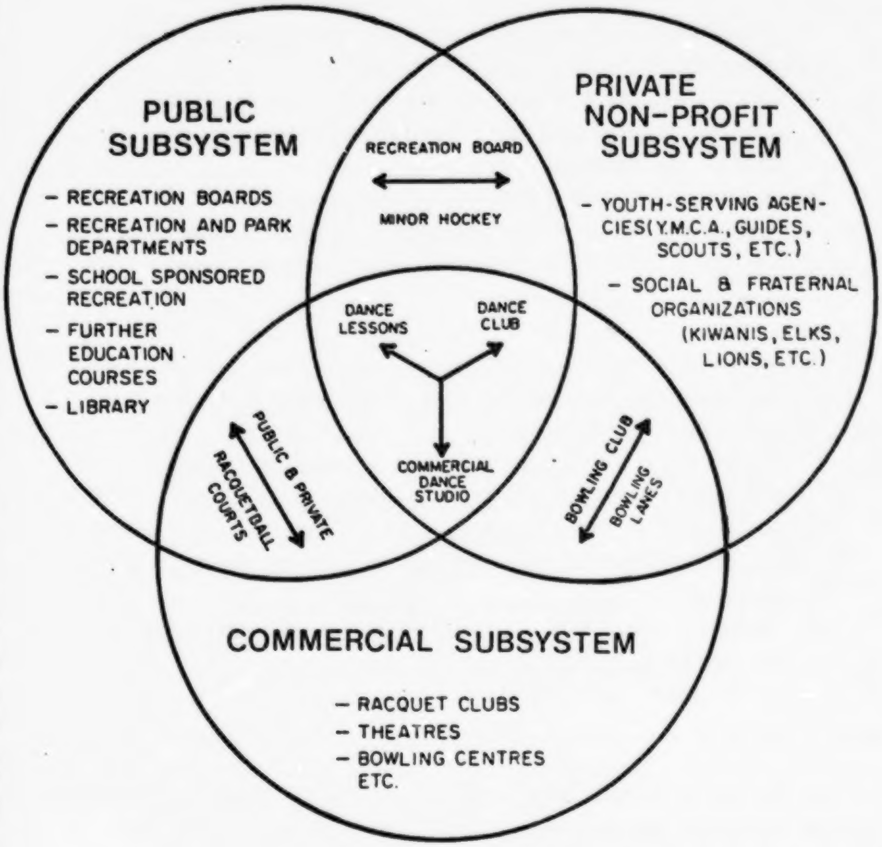
Application of the preceding model and the Facilitator/Catalyst method of operation will encourage the growth and development of clubs and organizations providing programs beyond the exposure and learn-to level. In each community the delivery of recreation services is accomplished through three major sectors. These include: the public sector, the private non-profit sector, and the commercial sector. Below is a brief explanation of the general philosophies of each of these sectors and Plate Three illustrates how these sectors overlap.

Public	- Enrichment of the life of the total community by providing opportunities for the worthy use of leisure. Non-profit in nature.
Private	- Enrichment of life of participating members by offering opportunities for worthy use of leisure, frequently with emphasis on the group and the individual. Non-profit in nature.
Commercial	- Attempt to satisfy public demands in an effort to produce profit. Dollars from, as well as for, recreation.

Discussion of the role of the commercial sector is usually avoided. Socialistic attitudes prevail in the minds of most municipal authorities; particularly recreation administrators.

Increased co-operation between the private (profit) motivated sector and the public/private non-profit motivated sectors is a critical element in many solutions to our current and future problems. The private sector's role as a catalyst and a source of supplemental funds is extremely important.

PLATE THREE


PUBLIC SUBSYSTEM
- RECREATION BOARDS
- RECREATION AND PARK DEPARTMENTS
- SCHOOL SPONSORED RECREATION
- FURTHER EDUCATION COURSES
- LIBRARY
PRIVATE NON-PROFIT SUBSYSTEM
- YOUTH-SERVING AGENCIES (Y.M.C.A., GUIDES, SCOUTS, ETC.)
- SOCIAL & FRATERNAL ORGANIZATIONS (KIWANIS, ELKS, LIONS, ETC.)
RECREATION BOARD
MINOR HOCKEY
DANCE LESSONS
DANCE CLUB
COMMERCIAL DANCE STUDIO
PUBLIC & PRIVATE
RACQUETBALL COURTS
BOWLING CLUB
BOWLING LANES
COMMERCIAL SUBSYSTEM
- RACQUET CLUBS
- THEATRES
- BOWLING CENTRES ETC.

COMMUNITY
RECREATION SYSTEM

The involvement of private enterprise with local government and in the development of sports should be two-fold:

1. Encouraging private enterprise to undertake the provision of services, programs and facilities for sports programs beyond the exposure and learn-to levels.
2. Implementing privatization which is the process of uniting public and private enterprise for the purpose of ensuring government objectives (sport development) while utilizing the expertise and advantages of private enterprise.

Privatization allows:

a. the management of a function (i.e. sport) without the problems associated with bureaucracy.
b. for the utilization of budgetary and personnel management techniques associated with private enterprise.
c. the creation of an environment which will attract highly educated and skilled personnel who otherwise may not work for a non-private agency.
d. government to enter into a function not normally considered in its jurisdiction.
e. the government agency to exclude or at least reduce public expenses.

By failing to actively include private enterprise in the provision of sport programs and facilities, we do a great disservice to the residents of our communities. Many facilities and programs never get off the ground because both public and private sectors are short of the necessary capital and human resources. Together, objectives could be met!

D. ISSUE RESOLUTION

The mechanisms and approaches that must be implemented to resolve issues and bring the community resources together are:

1. There can be little done until a common understanding of what philosophical differences exist at the management level of sport agencies and provincial and municipal recreation departments. If a point of common understanding is achieved, then a co-operative venture is the next step. One successful co-operative venture will do more than anything else to elimintae the barriers created over the years. Attempts to formulate co-ordinating "bodies" before this step will end in further frustration and alienation.
2. The sharing of sport agency and recreation department long term goals and objectives would help work out what role each organization wishes to play well in advance, avoiding possible misunderstandings in the future.
3. Proper orientation of all new staff of both the sport agency and recreation department on the organization's philosophy and commitment to co-operate with others.
4. Rewarding those people in either organization to provide services by mobilizing others.
5. If municipalities are to continue to receive provincial monies for distribution to non-municipal organizations, a criteria for approval of requests has to be worked out.
6. Formal and informal lines of communication between those involved in recreation programming and sport programs must be established.
7. Probably the simplest and most important mechanism of all is to ASK! The recreation departments (municipal and provincial) should be willing to ask agencies if they can respond to an identified need - before deciding on whether or not they should provide the direct services themselves. And the agencies should always be "putting out" their willingness to co-operate with others.
8. Private and public managers must recognize the need to co-operate and utilize the strengths each can bring forth to meet common objectives.

E. IMPLICATIONS OF RESOLUTIONS

When the recreation authority approves the model and facilitator method of delivery services, programs and facilities, they will have become party to a co-ordinated system approach to comprehensive community programming. Words like "co-ordinated" and "system" conjure up images of control and bureaucracy rather than sharing, trusting and having freedom to do what the agency has decided is its reason for being while being sensitive to the direction and expertise of other organizations in the community. There are many barriers to overcome if a community is to ensure a comprehensive multi-agency approach. Appendix "A" is a summary of the barriers that must be overcome in order for sport agencies and municipalities to co-ordinate their approach to sport development.

F. PROVINCIAL GOVERNMENT RESPONSIBILITIES

1. To de-emphasize the concept that recreation boards should be all things to all people.
2. To clearly state the government's expectations of sport governing bodies and local recreation authorities. Grant programs will serve as the best vehicle for explaining why local governments may get facility development money and sport governing bodies get operational assistance. Publicize the facts.
3. Initiate legislative changes which will encourage and permit local governments to lease reserve for construction of facilities or the operation of programs by private enterprise.

IV - COMPETITION

Competition is perceived differently by most everyone in our society. It is thought to teach fair play but encourages the bending and breaking of rules to win. Building character is confused with the concept of one-up-manship whereby you gain an advantage over your opponent by unsportsman-like methods. Competition isn't bad but it is largely misunderstood and misrepresented by unknowledgeable sport managers.

In order to meet the multitude of interest levels of all age groups, a sport must be adapted. Varying levels of competition must be recognized. To the credit of most sports at the local level, a two tier system has been established. Houseleague play offers a participant an opportunity to play a game for fun. The emphasis on winning is minimal and the time commitment is minimal. Representative or 'A' sport programs provide an outlet for the individuals seeking frequent activity with a high emphasis on winning. The development of a sport will depend on the organizers' willingness to provide two or more levels of competition.

A healthy attitude is developing in Canada. The gold-medal syndrome no longer serves as the sole reason for sport development. By encouraging mass participation and increasingly difficult levels of competition, the system will generate both gold medal athletes and healthier, happier Canadians. Moral and financial support for sport will increase if more individuals can participate in the sport at their own level.

When communities endorse a sport philosophy, a model for allocating responsibilities and a method of delivering programs, the result will ensure an opportunity for participation by all citizens.

Rivalries between neighbourhoods seldom exist in boom towns and suburbs. The communities grow too fast and the residents length of stay is too unpredictable to foster the growth of competitive rivalries. The emphasis must clearly be on fun and participation at one level and the pursuit of excellence at the more competitive levels. The promotion of rivalries is inherently a negative procedure, involving the demise of one and success of another.

In order to meet the needs of young children and adults, the emphasis of competition must change, from self-directed competition against someone or something else, to competing against your own physical capabilities.

The changing social and economic conditions predicted for Alberta suggest that sport governing bodies must quicken the pace of change in order to avoid continuing declining enrollments, dropouts and participant frustration.

Failure to adapt and modify programs for all ages will provide ammunition for further involvement by recreation authorities in the direct provision of sport programs.

A. PROVINCIAL GOVERNMENT RESPONSIBILITIES

1. Encourage the development of co-operative games and sports.
2. Continue support for friendly 'Games' in which new and adapted sports are encouraged.
3. Provide support for a marketing program intended to identify a changing image for sports in the eighties. The general public must change their attitude towards sport development if changes are to be accepted.
4. Serve as a catalyst for developing solutions for the co-existence of sport agencies and school-sponsored sport programs.
5. Ensure that development monies provided to sport governing bodies is filtered down to all local sport clubs and organizations.

V - FACILITIES

A. INDOOR FACILITIES

It is far too common a belief amongst sport executives that their sports cannot develop without the best facility. Seldom is thought given to adapting a sport to the facilities available in order to determine the degree of interest and enthusiasm for the activity. Reducing the area of playing surface or size or length of goals are but two examples (of which these are only a few) of how programs can operate successfully without altering the basis of the sport. Far more research is required into how games can be modified in order that they can function without "regulation facilities".

Politicians and community image promoters continue to perpetuate the belief that every community needs an arena and pool, for without these two facilities their community may be perceived to be cheating the residents out of their rights. Arenas and pools are the costliest facilities to build and operate. Arenas normally serve less than 30% of the boys age 6 - 16, less than 15% of the girls and fewer than 10% of the adult population. Minor hockey, figure skating and competitive swim clubs piggyback on the politicians who seek a high profile and find it in supporting construction of pools and arenas. Few funds are left for the construction or operation of other facilities and programs.

Changing demographic characteristics are contributing to the enlightment of policymakers' attitudes towards the type and need for facilities. As the adult population, as a percentage of total population increases, there is a corresponding increase in demand for adult oriented facilities. The 'boom' environment in Alberta necessitates a need for local recreation authorities and councils to be educated in the newly developing trends and the resulting consequences for facility development.

B. THE SQUEEZE FOR OPEN SPACE

With increased urbanization and higher density neighbourhood development, there is a great need for increased acres of functional open space. Spiralling energy costs will keep more people closer to home and therefore increase the frequency of use of urban open spaces. The dedication percentages allowed for in the Planning Act, 1977 are too low and too restrictive. Although there is a slight decline in student enrollments, resulting in fewer schools being built, there is still a shortage of land to accomodate all the competing needs. Public reserve must accomodate

a. school buildings, parking lots and playgrounds
b. passive recreation open space including environmental reserve
c. buffer strips
d. sport fields
e. recreation facilities and parking lots

Taking multiple-use to its limits still creates a situation where there is not enough land to meet needs. The priorities for the allocation of open space is shifting away from playgrounds and sports fields to environmental, natural and passive areas. The net result is fewer acres for active sports fields and indoor facilities. Recent jurisdictional disputes have seen school authorities or engineering departments take over the responsibility for construction and operation of open space.

This is not necessarily bad but established communication patterns, philosophy and standards often change. Further mistrust and alienation develops between municipalities and local sports agencies.

Urbanization is occuring rapidly in Alberta and changes in the Planning Act, 1977 are required quickly in order that municipalities can acquire the necessary land to accomodate sport and passive programs. The purchase of land above the dedication is prohibitive for most municipalities. If legislative changes cannot be made then financial assistance programs should be implemented for the purchase of additional reserve land.

C. COST OF FACILITY CONSTRUCTION

1. Indoor

Many factors have contributed to the spiralling cost of indoor recreation facility construction. These factors include:

a. the building code standards and restrictions
b. the requirement to accomodate special populations
c. the booming Alberta economy keeps prices up
d. the need to construct high standard facilities to minimize rapidly escalating maintenance costs
e. the demands of sport agencies for fully equipped top notch facilities capable of hosting national level competitions

Indications seem clear that facility construction costs will continue to escalate at rates higher than the cost of living. Recent analysis indicates costs are increasing at 20% per year. The "M.C.R." grant program has been a significant stimulus and incentive in the development of recreation/sport facilities. Continuation of this program is essential if municipalities are to continue holding the responsibility for construction of local sport facilities.

2. Outdoor

Until recently the cost of developing sport fields and other recreation open space has been the responsibility of the municipality. The development has lagged behind the influx of people. The cost of construction was so high that taxes would increase too much too fast if development was approved. The philosophy that has changed the situation places the construction of sports fields, tennis courts and trails at the same level of importance as roads, sidewalks and street lights. Residents expect these subdivisions to be "complete" when they move in and so they should. The result is that developers pay for the construction of open space entirely, or share the cost with the municipality. The new arrangement ensures outdoor facility development prior to, or at the time that people are seeking sport programs. The greatly diminished burden on the tax payers is a bonus.

Efforts must be made to actively involve the school authority, sport agencies and parks department in the development of mutually agreed to standards for construction. The standards should recognize a variety of levels of sport competition which will affect the necessary standards for construction. Every ball diamond does not need to be the best.

Continued pressure from school authorities, sport governing bodies, the province and municipalities will accelerate the extension of the philosophy prevailing for open space development to indoor facility development. Recent examples of developers providing or sharing the costs of indoor facilities would indicate that efforts in that direction should be increased.

D. COSTS OF FACILITY OPERATION

The costs of operating and maintaining indoor and outdoor sport facilities has increased dramatically over the past five years. In Sherwood Park costs have increased by an average of 15% in each of the past four years. Sport facilities are labour intensive and consume large amounts of petroleum products. Specialized equipment for ice and turf maintenance is very costly to purchase and maintain. Standards for maintenance and cleanliness run high in populations where the acquisition of money is perceived to be no problem. This is just not the situation.

Although taxes in most Alberta communities are lower than anywhere else on the continent and services provided exceed other provinces and states, municipal authorities are faced with the spin-off attitudes from American tax revolts. Local assessment appeal hearings drag on for months while local papers encourage residents to attack their local government. Often sport agencies jump on the band wagon using pressure group tactics in an attempt to secure improved facilities.

In all the confusion of interest groups demanding more and taxpayers seeking reduced taxes, most municipalities are increasing user fees. The "user pays a significant proportion of actual costs" philosophy is the only way out for most municipalities. With costs continuing to rise and fiscal resources for recreation and parks diminishing, costs to all athletes at all levels will rise sharply.

E. STANDARDS

Far too much time and money is wasted in the planning and construction of facilities due to the lack of universally accepted standards for many sports. Every time a municipality plans the construction of a facility, they re-invent the wheel. That is, they have to go through a lengthy, costly process of design selection.

In the fifties, schools in Edmonton were all constructed the same, in an H-shape, McDonald's builds every restaurant the same. If standards were established and drawings and specifications copy-righted by the province and made available to municipalities, costs of construction would be substantially reduced. Further, it would provide a standard which would be acceptable to all - if for no other reason that no other standard was available. The exception would be the standard to which facilities constructed for international competition would be built.

F. ACCESSIBILITY

Failure to establish priorities of use prior to the construction of indoor and outdoor facilities usually results in further alienation and mistrust amongst schools, sport agencies and municipal authorities. The primary, secondary and tertiary users of all facilities must be identified early in the facility planning process. The time of day, days of the week and weeks of the year allocated to the various sport groups using a facility must be determined. Accessibility should be determined by criteria developed from an analysis of existing local characteristics and developing trends. For example, demand by adult hockey teams equals that of minor teams in most boom towns and suburbs. Consideration of factors such as these will ensure that understandings are developed early amongst the competing sport agencies.

G. DEVELOPMENT RESPONSIBILITIES

The responsibility for who should develop facilities can be determined by referring to the model (Plate II) for program delivery responsibilities. Municipalities, agents of the province, must ensure facilities are provided for the general public at the learn-to level. At the next level, athletes are seeking an advanced level of competition. This necessitates the need for more facilities in order to accomodate increased frequency of participation. The municipalities only share in the responsibility for construction and operation of facilities for programs at this level. Sport agencies must contribute towards the costs of facilities provided for this level of competition or seek privately operated facilities.

Beyond the second level, the municipal authority should have no responsibility for the provision or operation of facilities. Senior levels of government and private interests should provide the facilities for the avocational and professional athlete. Implementation of suggested co-operative ventures (see Section III-C) would ensure that facilities are provided. The municipalities access to land, borrowing capabilities and expertise in the facility development process places a moral obligation on the municipality to participate at all levels. This moral obligation does not extend to paying for facilities at the two lower levels of the inverted pyramid model.

H. PROVINCIAL GOVERNMENT RESPONSIBILITIES

1. Initiate legislative changes which will increase the amount of reserve dedication in urban areas from 10% to 13% of the total developable acreage. As well, provisions must be made for acquiring regional sport/high school sites above the 13% dedication.
2. Initiate legislative changes which permit a municipality to insist that developers contribute towards the development of open spaces and construction of indoor facilities.
3. Initiate legislative changes which permit the use of public reserve by private enterprise having a contract with a municipal recreation authority.
4. Increase the emphasis on parks in municipal councillor/board member training seminars.
5. Permit use of capital grant monies on joint (private/public) recreation facility development projects.
6. Increase incentives and encouragement for community school construction and operation.
7. Permit and encourage the use of capital grant monies for construction of community school facilities exceeding school requirements.
8. Initiate legislative changes permitting municipal authorities to pass by-laws which allow sport programs and facilities to operate on Sunday mornings.
9. Initiate changes in the building code which will reduce standards thereby reducing construction costs.
10. Construct and operate an amateur sport training centre for national and international calibre athletes.
11. Encourage the use of regional college sport facilities and personnel for the (decentralized) training of sport managers, coaches and leaders.

VI - FUNDING

A. EXISTING PROGRAMS

The following existing programs provide significant assistance to municipalities in reducing or eliminating the capital construction costs of recreation facilities. They are:

1. The M.C.R. grant provides 50% of the capital cost of indoor facilities to a maximum of $100 per capita over ten years.
2. Interest stabilization reduces the cost of borrowing to 8 or 9%.
3. Debt Reduction Program has eliminated any debt on recreation facilities with debentures having an interest rate over 8%.

The programs should have resulted in freeing up tax dollars to assist in the operating costs of these facilities. This has not been the case. Tax payers continue to urge elected officials to hold down taxes. Reductions in service levels and increased user fees is the result. The combination of reduced maintenance levels on sport fields and indoor facilities and increased user fees results in dissatisfaction amongst sport agencies. Municipalities and sport agencies are seeking relief but more importantly, alternate methods of providing programs and constructing and operating facilities are possible.

B. DISTRIBUTION OF RECREATION TAX REVENUES

Nowhere in the sport delivery system is there a greater injustice committed than in the allocation of local recreation tax revenues to sport programs. Minor hockey, figure skating and acquatic sports absorb 80 to 90% of the dollars directed at sport programs. The development of football, soccer, tennis, field hockey, baseball, boxing, gymnastics, basketball etc. suffer due to the gross misallocation of funds by council and recreation authorities.

Appendix B is a "sample" of a municipally funded sport development grant program intended to allow the municipality to share in all the costs of developing a sport and yet stimulate volunteerism and commercial support.

C. ISSUES

1. The re-allocation of local recreation tax revenues will be a difficult, emotional, politically charged affair.
2. Emphasis should be placed on the privatization process.
3. The unique traditional characteristics of various sports makes generalized development policies difficult. So many sports have a "closed shop" in which only accredited, paid course conductors and instructors can teach or coach while other sports encourage the use of semi-trained certified volunteers. The operating costs of these sports is very different. Providing incentives through fiscal policies is difficult.

D. ISSUE RESOLUTION

A revolutionary attack is required to adjust the current inequitable distribution of funds at the local and provincial level. The heat from such a forthright approach to the problem would mean political suicide for local and provincial politicians. The answer is to be found in time mixed with patience.

E. PROVINCIAL GOVERNMENT RESPONSIBILITIES

1. Maintain existing capital cost assitance programs.
2. Encourage privatization and permit the use of grants in joint public/commercial endeavours.
3. Provide operational assistance programs focused on the development of low profile sports.
4. The province should provide minimal operational assistance programs for arenas where it can be shown that all levels of hockey and figure skating are being accommodated.
5. Incentives for reducing energy costs, innovative design and operation and program adoption should be provided.
6. Provide and ensure that development funds forwarded to sport governing bodies is spread out amongst all local clubs.

VII - PLANNING AND RESEARCH

Planning and research into the promotion and development of recreation and leisure services is common in most municipalities. Greater emphasis has been placed on the need to investigate alternative methods of ensuring the provision of services. The emphasis of this research and planning is not directed at sport development. It is still too common a belief at the local level that existing sport executives and organizers know what's best. This is not the case.

Undoubtedly there has been, and continues to be, a great deal of research conducted in all aspects of sport development. Where the information is and how it can be obtained, is a mystery to most municipalities and sport agencies.

A. ISSUES

Until the available knowledge is shared among all those sharing the responsibility for the development of sport there will be little in the way of significant change.

B. ISSUE RESOLUTION

Sports agencies, post secondary institutions, CAPHER, and municipalities, must contribute towards the cost of research.

C. PROVINCIAL GOVERNMENT RESPONSIBILITIES

Alberta Recreation and Parks and the U of A should jointly establish and operate a centre for the dissemination of research and planning material produced in Canada. A joint agreement should be arranged with similar libraries around the world so information can be shared for the benefit of all.

SPORT AT THE LOCAL LEVEL: A PRIORITY IN RURAL ALBERTA

Larry R. Beres

This paper deals with a discussion of the role of sport in the social fabric of rural Alberta. The paper looks at issues of facility provision and distribution, sport program and activity offerings, leadership development, roles of major actors in the delivery system and the participant involvement The paper also discusses the possible impacts of anticipated trends such as aging populations, urbanization, family relationships and operating costs. Numerous recommendations are offered as possible resolutions to the identified issues.

INTRODUCTION AND PARAMETERS

This paper was written, as suggested, strictly upon the basis of the author's experience and background, without reference to other studies or related documents. As a result the comments will reflect a background of some twenty years of study and employment in the Western Canadian Recreation "Scene".

The comments while directed at the Alberta experience, will reflect broader western rural patterns. Rural was not specifically defined but was generally considered, by the author, to be any unincorporated area, "smaller" incorporated municipalities and/or those municipalities (regardless of designation) which had very small municipal recreation agencies (i.e.; one or two full time practitioners).

BACKGROUND

The western rural, or perhaps more appropriately "prairie rural" scene is an extremely interesting concept. It is fashioned from a unique blend of adverse weather, pioneer spirit, inventive genius and "community" pride. All of these factors impact on the rural sport delivery picture, although perhaps none more significantly than "community" spirit.

To some extent one might consider the pioneer spirit of the west with a spirit of co-operation - neighbours working together, sharing, co-operating, with the ultimate objective of everyone advancing jointly. And so it is - to a point. Neighbours within a "community" - however that might be defined - generally reflect what one might call pioneer spirit. However, whether the "community" is a small town or a sparsely populated farming or ranching region the pioneer spirit often becomes very localized. Nowhere is local "community" spirit and pride more predominant than in "prairie rural". Although most communities, regardless of size, have a strong desire to be identified in a way which will "put them on the map" nowhere is that desire more fervent than in smaller rural communities. While some communities develop unique vehicles on which to focus the resulting community spirit, from bath-tub races to snow golf, the vehicles for smaller rural communities appear to be much more restricted. Although the odd community may use frog-leaping or gopher racing contests most focus on the town athletic team, either because of tradition or perhaps because of ease.

Thirty years ago the focus of "prairie rural" communities was the local baseball team while during the past two decades it has usually been the local hockey team.

Rivalry between local teams goes far beyond the team, to intense community rivalries in many instances. The end result often includes:

a) Development of strong competitive feelings between communities which occasionally (often?) carries over to School District and/or County Board tables - where co-operation is required, competition often exists.

b) Overprovision of local recreation facilities or other resources due to unwillingness to share resources. Examples are rampant where small communities of a few hundred people, a few miles apart, each build a skating rink and a curling rink (choose any major community resources and the scenario can be illustrated) not because either one can objectively, or financially, justify both but because the residents (or leaders) of each community are unwilling to travel to the other to share facilities and/or resources. It is somehow seen to be demeaning (or to detract from "community" spirit) to have to share someone elses resources (or resources you've helped fund in "someone elses" community).

c) Such a strong desire to have the local team(s) "do well" that an inappropriate share of local resources is devoted to such teams (in terms of quality of facility, hours of use of the facility, time of use of facility, travel and operating costs etc.) because a higher priority, than might be objectively determined, is placed on such activity.

The picture painted appears very negative indeed, however in general terms it reflects the author's observations over a significant period of time.

It should be noted, however, that the author considers the "rural community" a most vibrant, energetic and capable community with a strong interest in the "quality of life" - although that quality of life may be somewhat apart from that which would be defined as such in the urban community.

The upshot of the scenario is that the sport does, and will continue to, play a central role in rural communities. Unfortunately the impact has not always been completely positive. If we wish it to be so, changes will have to occur.

CURRENT STATE OF THE ART

Sport development has probably changed less in rural communities, than elsewhere, over the years. Whereas there has been significant major facility development in most communities over the past decade (which has often impacted positively on sport development), smaller communities have traditionally had a higher per capita provision of basic sport facilities from the outset. Most have their arena, curling rink, ball diamonds, play fields, gymnasium and outdoor pool. A few have added an indoor pool and upgraded existing facilities but none have developed facilities of the sophistication (and cost) which is more common to recent urban developments. Sport facility development over the past decade or so, while impacting on urban areas, has not had a significant impact on rural communities. Occasionally a rural community has attempted to demonstrate that they can have "anything the big city can" by building a facility beyond their means. While such examples are glaring, they are not numerous when balanced against the hundreds of rural communities where needs and resources were carefully measured and balanced before deciding whether new facilities or other services were justified.

Occasionally the rural community will find itself setting a priority on an expenditure which is justified more by regional influence than by local need and desire. As an example a community may find that it is one of the few left in its area with natural ice. This allows (or causes) neighbouring communities, in the same hockey league, to get the "jump" on their natural ice neighbours and even, perhaps, causes the "country cousins" with natural ice to be excluded from league play because they cannot start early enough, or guarantee ice late enough, to meet the requirements of the league. While the community as a whole may feel no desire to install artificial ice, pressure groups who do, may use pressure from the league to cause the community to move in a direction it would rather not.

A similar situation may occur with standards of areas and facilities. A ball, soccer or football league may decide that all communities will develop and maintain very high quality facilities if they are to participate in league play. Community "A" may prefer to construct two medium quality facilities (for the same cost as one high quality) instead, in order to meet broad local needs but again they may be pressured externally to conform to regional standards.

One of the constant problems all rural communities face in sport is the lack of local competition. Regardless of the activity smaller communities just do not have adequate numbers of participants of various skills to allow local competition, intra-community leagues etc. The immediate problems facing the community, then, are:

a) Having to face the cost and difficulty of travel to participate in neighbouring communities in the region.

b) The likelihood of having to restrict participation in inter-community leagues to one team even though there may be sufficient interest to allow the formation of two local teams. Often the second team is left with no place to play and disbands (or never gets organized). Consequently those who are capable of higher levels of competition have their needs met while those who would just love to participate for the "fun" of it do not. Yet it seems ironic that we categorize participation (as we always do) as either competitive (the serious stuff) or recreational (just for the fun of it). One wonders if competition is not supposed to be enjoyable (or only if you win?).

The rural community provides very limited, if any, opportunity for the elite athlete, regardless of the sport. Generally the level of competition, the nature of the facility, the amount of access required to that facility and the kind of specialized leadership necessary just do not exist concurrently in the rural community. That is not to suggest that athletes with elite potential do not exist in smaller communities for they exist everywhere, however, almost without exception the gifted athlete will only achieve elite status by pursuing his/her speciality in a location where resources are available. The cost financially as well as in personal terms is such that few are able or prepared to make the sacrifices required.

Activities which are traditionally commercially rather than community based (e.g. bowling, racquet sports, etc.) are much less likely to be available in rural settings because they often require a significant population base to ensure an adequate return on investment.

Leadership is probably the most significant problem facing rural communities. Seldom is professional leadership available and when it is the quality is so often less than desired because while the small community often provides the greatest challenge to the recreation practitioner the rural community also serves as the training ground for "budding" practitioners. This is not to imply that full-time leadership is mandatory or the key to a successful community sport (and/or recreation) program but it is one factor. The closest many rural communities come to "professional" leadership is often the local physical education teacher who voluntarily accepts meeting the community's sport leadership needs as his/her extracurricular activity. Most rural communities are blessed with citizens who assume a "natural" role as voluntary leaders for all nature of local activities, sports included.

One of the problems with volunteer leadership in the rural community, however, relates to the way in which leaders emerge. There is a saying that "leaders are made not born". It almost seems as if rural communities believe you have to have been good at it to teach it. Consequently much of the leadership base of the community is neglected because they haven't participated in the activity which they might be prepared to help with were they provided with appropriate training opportunities. Often this also leads to the same people being relied upon for leadership in the same activity year after year, something which is not always desirable both from the leader's point of view and that of the participants.

There is a strong need for continuing leadership development in rural communities, most of them recognize the need generally but often cannot define the specifics. As a result when a list of available leadership opportunities is provided by a provincial consultant the opportunities are often rejected either because they miss the mark or because the community isn't aware that they need what is being offered. Note, as an example, the difference in leadership offerings provided in rural communities which have full-time recreation practitioners and in communities without full-time practitioners. The difference is not because the practitioner teaches the courses (they usually don't) but because there is someone to help the community to zero in on their specific leadership needs.

Planning and research relative to sport development, is virtually non-existant. The only time such a concern may be addressed is a part of a Park and Recreation Master Plan and seldom are plans specific enough to devote much attention to matters in such detail. This is not to suggest it shouldn't be done but merely to suggest that the way it usually is done does not cause such detailed research, investigation and comment to occur.

Once again the reader should be cautioned not to interpret the above as totally negative, if indeed it is seen as negative at all. What is a problem to one person may not be a problem to another. What may appear to require a solution may not. Stay tuned!

MAJOR ACTORS

The rural community does not differ markedly from urban communities in terms of its sport delivery system. Virtually all communities have a municipally appointed and/or controlled recreation agency although such is much less often supported by full-time staff in rural areas.

Often there is regional involvement either through an inter-municipal board and/or regional associations. Since most rural communities must rely on their region to provide appropriate competition such organization is vital to sport development. While there is regional involvement in program development and operation and often in major facility operation there is much less often regional financial participation in facility development. In many instances regional recreation by-laws prohibit regional financial participation in recreation facility construction. The end result is that while "town" and "non-town" residents both use a facility and both pay to operate it, the facility is usually bought and paid for by the "town". The situation is something like two neighbours agreeing to share one automobile. One neighbour asks the other to purchase it and generously agrees to pay his share of the gas.

More often than not most sport delivery is provided by community volunteers organized under the banner of, or affiliated with, a provincial or national sports organization. One of the problems with such a relationship relates to what often appears to be divergent objectives between the two groups (ie: local volunteers and provincial or national organizations). On the one hand it often appears (or is stated explicitly) that the association's primary objective is to advance the development of the SPORT. That is, one supposes, to raise competition to a higher level and to cause all participants to increase their skill level. On the other hand the local volunteers often have as their objective, the utilization of a sport or activity to provide healthy fun, enjoyment and skill development for the benefit of the PARTICIPANT. That is not to suggest that the two objectives are mutually exclusive but they may well come into conflict when different actions are required to achieve the differing objectives. The question then is which objective received priority - the communities or the associations?

While in the rural community there is a greater chance of sport being operated directly by the community when a full-time practitioner is employed, (simply because neither he/she or the community is really sure what role the practitioner should be performing) such seldom occurs because full-time practitioners are seldom employed and the tradition and spirit of voluntary involvement is so strong.

One actor which is often very predominant in the rural sports scene is the school system. Depending on the nature of the school and its leadership such involvement may range from providing a basic school sports program to operating most of the community sports program.

Generally the integration and co-ordination of the various actors in rural communities ranges from good to excellent. Communication is easy, everyone knows everyone else and no one is assumed to have the predominant role or authority. It seems to be recognized that things will only work well if everyone does their share.

FUTURE TRENDS

There are a number of trends which are occurring in society in general and in Alberta society in particular which will impact on rural communities and perhaps on sport development in those communities.

Everyone, by now, recognizes that the population is aging. In many instances not only is the younger population becoming a smaller proportion of the total (because the aged are becoming a larger proportion) but, often despite an overall population increase, the actual numbers of younger people are predicted to drop in future years. Since sport has generally catered primarily to the young such shifts could present interesting challenges. A drop in numbers of younger people could complicate the already difficult problem of having adequate numbers of participants in the various competitive divisions.

As well, most people are aware of the trend toward urbanization. This does not necessarily mean that people are leaving rural Alberta in droves but rather that urban Alberta is where the in-migration is concentrated. Although not supported by hard data, the author is of the view that rural communities, if anything, are growing and healthy. It is true that some have "died". But it seems that the many which have refused to die are healthy and thriving. There seems to be only two categories of rural community: dead or living. There are few if any dying.

Divorce appears to be a major force in current Alberta life. The resultant single parent families often provide significant challenges for leisure serving agencies. Once again, without a solid data base to rely on, the author is of the opinion that this phenomenon is not nearly as pervasive in rural Alberta as in urban Alberta. Our research in a limited number of rural communities suggests there are relatively few single parent familes in rural Alberta. If that is so the problems associated with ensuring service to same is diminished.

A major trend in many communities is to place a greater portion of the cost of sport and recreation on the user rather than the public at large. Resultant increases in fees and charges have, in some instances, had a negative impact on participation rates and has thus resulted in a frustration of opportunity for some. This trend does not appear to have developed to the same degree in rural Alberta. Participation in leisure activities of all kinds in most rural communities is still exceedingly reasonable (if not free) and well within the reach of the vast majority (if not all) of those who desire to participate.

The past decade has seen a definite trend toward increased sophistication in facilities, leadership and skill in so many sports. The degree of sophistication or "improvement", if it is to be so judged, does not appear to have been of nearly as great a magnitude in the rural community. The tools are not there and may never be!

There do not appear to be other major trends which the author can see as impacting on sport development in rural communities.

SUGGESTIONS, ALTERNATIVES AND IMPLICATIONS

One observer might say "wow, will we ever solve all those problems"?, while another might respond, "what problems"?

The author has attempted to describe his "gut level" impressions of the factors impinging on sport development in rural Alberta. From some eyes the descriptions may be viewed as problems while from others they are not a matter of great concern. Just as beauty is in the eye of the beholder so are problems.

Many of the so-called "problems" of sport development in rural Alberta are a result of rural life being what it is, where it is. Geography and numbers often cause things to be done differently than elsewhere. But we must decide if different is therefore "bad" - if, indeed, different can't also be better.

If one views sport development from the narrow objective of taking skill to its highest potential then perhaps there are problems in sport development in rural Alberta. However there are many occasions when the cure is worse than the disease. Since many of the problems of rural sport development relate to size and location of rural communities perhaps the only way to solve the problems is to move everyone to urban Alberta. The response to that solution from most rural Albertans would be indeed "the cure is far worse than the disease".

We must recognize that while many people live in urban communities "against their will", almost no one resides in a rural area because they are forced to - they choose to. Rural people live where they live largely because they are who they are or because they have needs which they can best meet in rural communities. Anyone who still harbours the stereotype of the "country bumpkin" living in rural communities is totally out of touch with reality. Some of the most intelligent, creative and hardworking individuals anywhere are to be found in "prairie rural". A quick check of authors, artists and other talented Canadians will quickly demonstrate that the farmer is much more than a "haywire specialist".

What is being suggested by these comments is that many of the problems outlined earlier are only problems, or deviant, if the norm is set by what occurs in urban Alberta. In this writer's view it is much wiser to recognize the difference between rural and urban dwellers and address those differences by admitting that perhaps different needs are present and different opportunities required.

Rural people have made their choice. They do not want an urban lifestyle. If sports, according to certain patterns, is part of that lifestyle should they not be able to reject that also? Does someone living on an ocean have to down-hill ski with the best of them - or can he surf with the best of them instead? Does a rural Albertan have to aspire to be a world class breast-stroker or are there other alternatives which are just as acceptable to him/her while making much more sense?

There's nothing wrong with being a world class cross-country skier (or even one who simply enjoys such an activity at any level) rather than a swimmer.

One must be aware that alternative choices have alternative consequences. The chances of a Banff or Whistler resident becoming adept at downhill skiing is much greater than one living in Manyberries or Grand Forks. Let us be sure we don't try to force everyone through what we think is the preferable mold. Don't fight the obvious!

Rural communities should be allowed, indeed encouraged to decide the sport development needs of their people and to meet those needs as best their resources allow. Rural people are generally very happy with their lot - no one has the right to tell them that they shouldn't be!

POLICY RECOMMENDATIONS

Although it is understood that this project is designed to develop specific policy recommendations this author is not confident that such is best, if indeed possible, in this case. Instead the following principles are suggested as appropriate guidelines for any policy which might eventually be developed by the Government of Alberta relative to sport development.

- re-affirm the notion that individuals and their communities are the ones who must decide what is "best for them" in sport development (and most everything else).
- stress the view that while everyone should have the opportunity for self-actualization (achieving his/her potential), world standard performance is not a pre-requisite to self-actualization.

- emphasize that the primary objective of any leisure activity is the development of the individual not the activity.
- recognize that treating everyone the same is not necessarily treating them equally - different needs and circumstances require different actions.
- attempt to ensure that opportunities exist at all skill levels for all who wish to participate.

FUTURE RESEARCH

Rural communities relate much more positively to applied research and it seems, in this circumstance, that some applied or pilot projects would be useful in improving the sport development picture (where it needs and desires improving).

There is, however, some base data or perhaps merely analysis of existing data which might prove helpful. The objective of these data, or analysis thereof, is simply to demonstrate (or determine) differences which exist between rural and urban Alberta. For example:
Is the decline in hockey participation greater (proportionally) in urban communities than in rural communities?
What are the demographic projections for rural Alberta vs. urban Alberta - are they similar or are there important differences?
Where do Alberta's elite athletes reside? Where were they born?
What is the per capita tax expenditure on recreation in rural Alberta vs. urban Alberta?
What is the per capita provision of: indoor pools, outdoor pools, indoor arenas, ball diamonds, and playfields in rural Alberta vs. urban Alberta?
What percent of rural Albertans cross-country ski, snowmobile, hunt, and skate vs. urban Albertans?
Is the growth of soccer, proportionally, as great in rural Alberta as in urban Alberta?

The applied research projects can probably be narrowed to two. The first relates to the need for Provincial Government Recreation Consultants to become more active and involved with rural communities. They must spend considerable time in those communities meeting with the people, talking with them, gaining their confidence. Their role is no different than the catalyst it was always supposed to have been (the author's interpretation at least) but there are many precursors to catalytic action. In many instances the Provincial Consultant will have to perform the role of the non-existant full-time recreation personnel (not program developer but advisor, needs seeker). This role should not be new, unique or difficult for experienced consultants but will be more difficult for those with limited experience, lack of knowledge and/or faith in community development or for those who are happy delivering newsletters or arranging and announcing grants.

The task can be simplified considerably if an "intro" is provided and some structure is developed. Both can be achieved while meeting another objective - that of helping communities take a searching look at themselves and their leisure services system. It is rercommended that the Recreation Development Division give serious consideration to utilizing a "Needs Assessment" program which would be available to all rural Alberta communities (and others for that matter) and which would utilize an out-of-community leader (preferably a Provincial Recreation Consultant) to assist each community to evaluate their current leisure services system, recognize its weaknesses, should there be any, and correct any weaknesses discovered.

Such a project would meet the dual objective of broad community involvement in analysing and understanding its leisure services system while at the same time serving as a built-in opportunity to introduce the recreation consultant to a very close working relationship with the community.

Although development of such a system is not simple there is little need to re-invent the wheel. British Columbia has been utilizing a system of needs assessment, adapted from a N.R.P.A. model, and the author is confident inter-provincial co-operation would be extended to allow Alberta to use the model or adapt it as desired. The main drawback to such a system would be the fact that the demand for same would, in the author's view, far outstrip the capability of the consultants to meet that demand in anything less than about a five (5) year time frame (if they were still to attend to their other responsibilities).

The second project relates to the first but is merely an expansion thereof. Master plans have become an accepted approach to rational planning for leisure services in Alberta. Most plans have been developed under the guidance of or primariy by private recreation consultants. While there is nothing wrong with utilizing outside expertise for this and other purposes, it is the author's view that there is usually insufficient total community involvement, and therefore commitment, to the plans to make them as useful as they might be. The problem relates primarily to funding wherein consultants are asked to bid for projects on "set" terms of reference which while calling for public involvement seldom indicate the extent of such involvement and even less often provides a budget with sufficient scope to allow any great degree of public involvement. As a result consultants often gather the data, by themselves, analyze the data and develop recommendations. While the end result is a recommended plan which the community can accept, amend or reject, the proposed plan is often viewed as the consultant's plan with the result that commitment to implementation is often lacking. The procedure is efficient in that the job gets done at the lowest possible cost but it is not always effective in that the job doesn't always get done "right".

It is recommended that the Recreation Development Division establish one or two pilot projects in rural Alberta whereby the objective would be to have the community develop a recreation master plan with the assistance and guidance of outside expertise. The outside expertise could be from the private sector but might more appropriately be from the Recreation Planning Branch - an involvement not unlike that provided Fort McMurray recently. In any event the Recreation Development Division should be closely involved in a monitoring role, as should be the Alberta Recreation and Parks Association, in order that both parties could objectively determine the effectiveness of this method as against the traditional method of completing recreation master plans.

Those closely involved with sport development might view the above recommendations as missing the mark since sport is hardly mentioned. The relationship is obvious, however, to anyone who recognizes that only a comprehensive leisure services system, properly structured and co-ordinated is going to provide an opportunity for sport development to occur as one facet of overall community life.

Regional development is a key to a successful rural leisure services system and especially to a successful and worthwhile rural sports development program. The potential of regional systems has long been recognized and much experimentation has occured. Many problems have been uncovered, only a few of which have been touched on here. Much more needs to be done but this author is unsure as to exactly what must be done. Each region seems to have its own unique problems based on its unique geography, arrangement of population centers, power structure and political personalities. There doesn't seem to be any way in which a model system can be designed. Each, it seems, must be carefully thought through, carefully developed, tested and revised. While the author has no magic solutions let it be known that this is an area which must receive the utmost attention if rural leisure services and sports development systems are to be effective.

SUMMARY

In his paper, Sport at the Local Level: A Priority in Rural Alberta, Larry Beres suggests that sport has played and will continue to play a pivotal role in rural Alberta.

He contends that the pattern of sport in rural Alberta will, in many instances, differ from that in urban communities. The paper suggests that in most cases there should be no attempt to duplicate the pattern of sport development, in rural Alberta, which exists in urban areas.

A plea is made for provision of strong ongoing programs of leadership for sport development in rural Alberta, which is seen as one of the most critical needs.

The importance of regional development in rural areas is need but no recommendation is provided as to a model for such development.

It is suggested that many of the major trends in future Alberta society are liable to have less impact on rural than on urban areas and consequently sport development may not be impacted as significantly.

The paper concludes with some guiding principles for development of provincial sport policy and some recommended applied research projects designed to alleviate current problems and allow rural Alberta communities to be better prepared to accomodate sport development programs in the future.

The paper is, in essence, a plea for recognition of rural Alberta as something distinct and apart from urban Alberta and extremely valuable in its own right. The plea suggests that urban needs should not be used as a guide for sport development programs in Alberta but that the specific, and unique, needs of rural Alberta should be addressed.

SPORT AT THE LOCAL LEVEL: A PRIORITY IN RURAL ALBERTA

Roy Blais

This paper deals with an assessment of the perceived priority of sport programs among selected municipal governments with a population of less than 6000 inhabitants. The paper presents major issues in the areas of administration, programming, competition, agency cooperation, facilities, user accessibility and funding. Numerous suggestions are presented as potential resolutions to the issues identified.

INTRODUCTION

History in Development of This Paper

This sport issue paper is on local sports in rural areas of not more than 6,000 population in the community. It is one topic (paper) of 21 topics which is to be presented to Sports Policy Study Management Committee who are presently studying the entire issue of sports development in the Province of Alberta. Their study will form recommendations to the Alberta Minister of Recreation and Parks so that a policy can be developed that will encourage and promote the orderly development of sports in Alberta.

Terms of Reference

The purpose of this issue paper is as follows:

To examine the extent to which sports services and the topic of sports development is considered a priority among rural Municipal governments (their population less than 6,000). This examination will address the major issues confronting the effective and ineffective delivery of sports in rural Alberta as they pertain to administration, development (supporting and directing programming) competition, cooperation between governments and sport bodies, sports facilities (users accessability and cost) funding (for operation and program needs), organization and cooperation (between user and supplier of the system either sports body or government), planning and research (as it pertains to this rural area).

Further I will be making recommendations towards the improvement of the sports delivery system.

Methodology of Gathering This Information

To fulfill my mandate I have:

1. Developed a survey which was completed by Recreation Departments.
2. Personal contact of persons interested and active in sports.
3. Personal knowledge and experience as a result of working 22 years as a Recreation Director, working on Southern Alberta Summer Games, working on the management team of 1975 Canada Games, playing a number of competitive sports, attending a comparative sports institute in the U.S.S.R., coaching and managing a number of sports.
4. Public opinion: public opinion I have heard or read over the past number of years on this topic.

Factors Affecting This Paper and Recommendations

First I must state what this is not.

1. It is not a scientific document for the time allotted and the skill and resources of the author do not allow for this. Further the topic is so broad and complex that the recommendations for developing a delivery system can not satisfy the complex needs of Alberta sports societies.

We must also point out that all surveys, interviews and other material were gathered in Southern Alberta, therefore, it may or may not be relevant to other parts of Alberta. Please bear this in mind as you study and review this paper.

Definition of Sports

Sports is defined in a number of ways and it seems that it meant different things to different people. An overview of their concept of sports is as follows:

> Anything that increases your heartbeat or muscle involvement. A skill of activity of a physical nature which brings pleasure or accomplishment. It may or may not use motorized equipment, but it should meet the betterment of the physical or mental health of the participants.

You will note that their definitions of sports is very broad and does not project toward higher competition. I project that this is because my sources for definition of the sports is from recreationists or amateur athletes and coaches, whose philosophies may pertain to mass participation.

My own definition of sports for this paper is: "Sports is a skill in which people participate in or out of competition whereby, they make use of their physical and mental parts of their body in a desire to become competent towards a set goal or satisfaction in the activity which they have chosen or selected. It should be a physical nature whereby motorized equipment is not a major element".

Structure of This Paper

This paper is divided into four parts:

I: Introduction, History, Terms of Reference, Methodology and Definition of Sports.
II: Evaluation of Sports, Its Present Status in Southern Alberta.
III: Administration and Organization
IV: Role of Municipal Government and Their Deparments
V: Role of Provincial Government and Its Department
VII: Funding
VIII: Sports Development
IX: Summary and Recommendations.

Present Status of Sports In Rural Southern Alberta

It is important to point out that the following six pages deal with sport activities relating to:

1. What is presently taking place in the rural communities and to be the degree of interest.

2. The desired interest by the public, but desire not being fulfilled.
3. Provincial Sports Body involvement in rural communities.
4. Municipal Governments involvement.
5. Further I have made some remarks and comments along with some recommendations.

As I have previously pointed ot this survey, was done in rural communities in Southern Alberta and its scope and communities were extremely limited. Added to this survey was my understanding and knowledge of working in rural communities for 22 years both in the northern and southern part of the Province. Further, I have participated and coached in a number of sports.

As you study the following few pages you will note that:

1. Disadvantaged individuals, sports activities are almost non-existent, although limited activities are carried out during the Southern Alberta Summer Games.

2. There is a number of sport activities which are presently taking place in the rural communities but our findings indicated that they are not fulfilling the interest of the general public.

3. Municipal government, at the present, are paying for the lion's share of sports activities in the community as a result of paying for the facilities and their operation.

4. Provincial sports bodies are not making their presence felt in the rural area of Alberta, an exception of this being hockey, Red Cross swimming, basketball, archery and gymnastics. So it is understandable that we make the statement that provincial sports bodies do not serve rural Alberta.

5. Activities which take place in the Southern Alberta Summer Games shows interest throughout the rural areas in the south, with increased participation.

It is difficult to outline my projections from this survey and therefore I welcome this opportunity to answer your questions.
One of the major things that did come out is that we in rural Alberta do not have an overview as to where we are at the present in sports and what our goals should be in the future. An indepth evaluation should be carried out.

RATING SYSTEM: 0 No Involvement — 1-2 Some Involvement/Interest — 3 Fair Involvement/Interest — 4-5 High Involvement/Interest

POPULATION CODE: A 1-1000 People — B 1000-3000 People — C 3000-6000 People

SPORT	Presently taking place in Community			Interest but Needs of People Not Fulfilled			Provincial Assoc. involvement in Community			Local Municipal Cost or Involvement			Remarks or Concerns
Pop. Code:-	A	B	C	A	B	C	A	B	C	A	B	C	
BADMINTON	3	4	4				0	1	1	joint use	joint use	joint use & Town	need more competition and advanced clinics to improve the skill
BASKETBALL	2	3	4				0	0	1	joint use	joint use	joint use & [illegible]	seems to be losing popularity, should be evaluated to find out why
BOXING	1	0	1		1		1	0	1	community facilities			Recreation people are concerned about safety & attitude in this area
FENCING	0	0	0	1	1	2	0	0	0	could use Community facilities			need Provincial aid to develop interest and coaching
FIELD HOCKEY	0	0	0	2	2	2	0	0	0	facilities available			need Provincial aid to develop interest and coaching
DIVING	0	2	1	0		2	0	1	0	Community people			lack of knowledge is evident in the community
MODERN PENTATHLON	0	0	0	1	2	2	0	0	0	School	& Community facilities		should be started in school system and carried on
SWIMMING Red Cross	2	4	4				4	4	4	Community Pools			Red Cross has developed this area to a high involvement
CYCLING	1	2	2	2	3	3	0	0	0				Increasing in interest as a result of Southern Alberta Games
FIGURE SKATING	3	4	4				3	3	3	community arenas			extremely costly with a high turn-over of participants
GYMNASTICS	1	4	3½	3			0	2	2	community & school facilities			possibly the most rapid increase in participation of any sport
HOCKEY	4	5	5				4	4	4	community arenas			a lack of girls' hockey

RATING SYSTEM:	0	1-2	3	4-5
	No Involvement	Some Involvement/Interest	Fair Involvement/Interest	High Involvement/Interest

POPULATION CODE: A 1-1000 People B 1000-3000 People C 3000-6000 People

SPORT,	Presently taking place in Community			Interest but Needs of People Not Fulfilled			Provincial Assoc. Involvement in Community			Local Municipal Cost or Involvement			Remarks or Concerns
Pop. Code:-	A	B	C	A	B	C	A	B	C	A	B	C	
TENNIS	2	3	4	3			0	0	0	community & school facilities			courts have been built in the last few years in almost every community, but [illegible]
BLIND SPORTS	0	0	0	0	0	0	0	0	0	could use existing facilities			sport is non-existent, massive thrust to start participation needed
WHEEL CHAIR	0	0	0	0	0	0	0	0	0	could use existing facilities			sport is non-existent, massive thrust to start participation needed
SENIOR CITIZEN	0	2	3	3	4	4	0	0	0	community facilities & Sr. Citizen fac.			Sr. Citizen clubs are being organized in almost all communities, leadership needed to promote sports
AMPUTEE SPORTS	0	0	0	0	0	0	0	0	0	could use existing facilities			sport is non-existent, massive thrust to start participation needed
SILENT SPORTS	0	0	0	0	0	0	0	0	0	could use existing facilities			sport is non-existent, massive thrust to start participation needed
DISABLED SKIING	0	0	0	0	0	0	0	0	0	ski hills			seems to be gaining interest from instructors at the various hills
SOARING	0	1	0	0	0	0	0	0	0				believe interest but equipment & instruction is very costly
NETBALL	0	0	0	0	0	0	0	0	0				obtain no information or interest
TABLE TENNIS	0	0	1	1	2	2	0	0	0	school & community facilities			facilities available but doesn't seem to have leadership to promote interest
WATER SKIING		2	1	1	2	2	0	0	0				seems to be left to the local individuals = no organization
CRICKET	0	0	0	0	0	0	0	0	0	community facilities available			no interest has been shown

RATING SYSTEM:	0	1-2	3	4-5
	No Involvement	Some Involvement/Interest	Fair Involvement/Interest	High Involvement/Interest
POPULATION CODE:	A 1-1000 People	B 1000-3000 People	C 3000-5000 People	

SPORT	Presently taking place in Community			Interest but Needs of People Not Fulfilled			Provincial Assoc. Involvement in Community			Local Municipal Cost or Involvement			Remarks or Concerns
Pop. Code:-	A	B	C	A	B	C	A	B	C	A	B	C	
KARATE	0	1	2	1	2	3	0	0	1	community facilities			people are travelling to larger centers to participate
RACQUETBALL	0	0	1	2	3	2	0	0	0	no facilities in communities			people are travelling to larger centers to participate
ROWING	0	1	1	1	1	1	0	0	0	lakes			need proper equipment and instruction
SHOOTING	2	2	4				0	0	1	indoor & outdoor community ranges			need more local competition
SKI DOWN HILL	2	2	2	3	3	3	0	0	0	community hills			need more community involvement in learn to ski programs
SKI CROSS COUNTRY	3	3	3	3	3	3	0	0	0	community golf courses			Gov't agencies should set up more trails
SOCCER	1	2	3	2			0	1	1	Community & school grounds			popularity increasing - need Provincial organization to reach communities
SPEED SKATING	0	0	0	0	1	1	0	0	0	community arenas			problem getting ice time for this activity
TRACK & FIELD	1	2	2	3	3	3	0	0	1	school & community facility			few competitions - should have more school involvement
VOLLEYBALL	2	4	2	3		3	0	0	0	school & community facility			popularity increasing in recreation volleyball
WEIGHT LIFTING	0	2	1	1		2	0	0	0	Community facility			lack of knowledge and competition
WRESTLING	0	2	1	1		2	0	0	0	School facility			coaching and competition

RATING SYSTEM: 0 No Involvement; 1-2 Some Involvement/Interest; 3 Fair Involvement/Interest; 4-5 High Involvement/Interest

POPULATION CODE: A 1-1000 People; B 1000-3000 People; C 3000-6000 People

SPORT	Presently taking place in Community			Interest but Needs of People Not Fulfilled			Provincial Assoc. Involvement in Community			Local Municipal Cost or Involvement			Remarks or Concerns
Pop. Code:-	A	B	C	A	B	C	A	B	C	A	B	C	
LAWN BOWLING	0	0	0	1	1	1	0	0	0	no facilities			seniors have indicated interest but lack facilities
MODERN RHYTHMIC GYMNASTICS	0	0	0	0	1	1	0	0	0	could use community or school facilities			lack of knowledge
EQUESTRIAN	2	4	2	3		2	0	0	1	community rodeo grounds & arenas			cost extremely high due to facilities and horse
CANOE	1	2	2				0	0	0	lakes			massive instructive course is needed to promote canoeing
SAILING	0	0	1	1	1	2	0	0	1	urban lakes			need instruction and equipment
HANDBALL	0	0	0	2	2	3	0	0	0				little interest, people uncertain of what it is
TEAM HANDBALL	0	0	0	2	2	3	0	0	0	community & schools			need instruction & promotion
JUDO	0	1	2	1	2	2	0	0	1	community facility			need promotion, clinics, instruction and competition
SYNCHRONIZED SWIMMING	0	1	2	1	2	2	0	0	0	community pools			swimming program seems to die out over winter
WATER POLO	0	0	1	0	2	2	0	0	0	community pools			no leadership or competition
ARCHERY & BOWHUNTERS	1	2	3	2	4	4	0	0	3	community facility			popular in larger rural communities
BASEBALL Sr.	2	2	1	3	3	3	2	2	2	community facility			losing popularity, evaluation should be done

RATING SYSTEM:	0	1-2	3	4-5
	No Involvement	Some Involvement/Interest	Fair Involvement/Interest	High Involvement/Interest

POPULATION CODE:			
	A 1-1000 People	B 1000-3000 People	C 3000-6000 People

SPORT, Pop. Code:-	Presently taking place in Community			Interest but Needs of People Not Fulfilled			Provincial Assoc. Involvement in Community			Local Municipal Cont or Involvement			Remarks or Concerns
	A	B	C	A	B	C	A	B	C	A	B	C	
LITTLE LEAGUE BASEBALL	3	3	3				3	3	3	community facility			seems to be increasing in popularity again
CURLING	2	4	5	4	4	4	1	1	1	community facility			taking care of itself
GOLF	2	4	4	3			0	0	1	community facility			taking care of itself
FOOTBALL	1	3	2	3	3	3	0	0	0	community & school grounds			need coaches & equipment
RUGBY	0	0	0	0	0	0	0	0	0	facilities available			no interest
SOFTBALL	2	1	3	3	3	3	1	1	1	community & school grounds			has lost popularity - people prefer slow pitch
RINGETTE	0	0	0	2	2	2	0	0	0	community arenas			needs education in this activity
SQUASH AND RACQUET BALL	0	1	0	3	3	3	0	0	0	lack of facilities			seems to be interest but no facilities some travel to larger centers
BOWLING	0	2	1	1	3	3	0	0	0	private alleys			lack of facilities - some travel to larger centers
HORSESHOES	2	2	3	3	3	4	0	0	0	community grounds			need organization & competition
LACROSSE	0	0	1	1	1	2	0	0	0	community arenas			interest has dwindled, lack of instructors
ORIENTEERING	0	1	1	1	2	2	0	0	0	arenas available			need coaches

RATING SYSTEM: 0 No Involvement 1-2 Some Involvement/Interest 3 Fair Involvement/Interest 4-5 High Involvement/Interest

POPULATION CODE: A 1-1000 People B 1000-3000 People C 3000-6000 People

SPORT.	Presently taking place in Community			Interest but Needs of People Not Fulfilled			Provincial Assoc. Involvement in Community			Local Municipal Cost or Involvement			Remarks or Concerns
Pop. Code:-	A	B	C	A	B	C	A	B	C	A	B	C	
FREE BALLOONIST	0	0	0	1	1	1	0	0	0	areas available			equipment extremely costly
HANG GLIDERS	0	0	0	1	1	1	0	0	0				lack of areas close by and costly
PARACHUTING	0	1	1	1	2	2	0	0	1	community airports			equipment costly & lack of instructors
ROLLERSKATING	1	3	3	2	4	4	0	0	0	community facility			interest high - needs organization & instruction

Administration and Organization

Administration is the method in which we transform into action cooperation, work and leadership of the individuals to develop a system to meet the desired goals with regards to, in this case, sports. When this administration system is set in place and is working we then should evaluate it, make changes and in this way hopefully we can continue to meet the needs of the participating individual and sports bodies along with the government agencies.

In the following flow chart I will deal only with the areas designated as Provincial Government and below. You will note that the chart shows three major components which are the Provincial Government and its Department of Recreation and Parks, Municipal Government and their Regional Recreation Departments, School authorities and the voluntary organizations which are referred to as "sports bodies". The role of each of these components will be dealt with in more detail under the headings of:

1. The Role of the Province
2. The Role of the Municipalities
3. The Role of Volunteer Sports Bodies.

I will point out at this time that presently both Provincial and Municipal Governments have paid staff to carry out their mandate while sports bodies usually function by the work of volunteers.

The sports programs in a large part are usually subsidized by public funds either by subsidized facilities, administration or taxes being waived on the facilities. In making this statement this illustrates some confusion as to who is responsible and in what areas. Therefore, it is essential to establish a clear organization structure indicating responsibility and accountability attached to this concept that sports programs should be developed at the community level with the direct leadership and involvement of the local citizens retaining their volunteer resources.

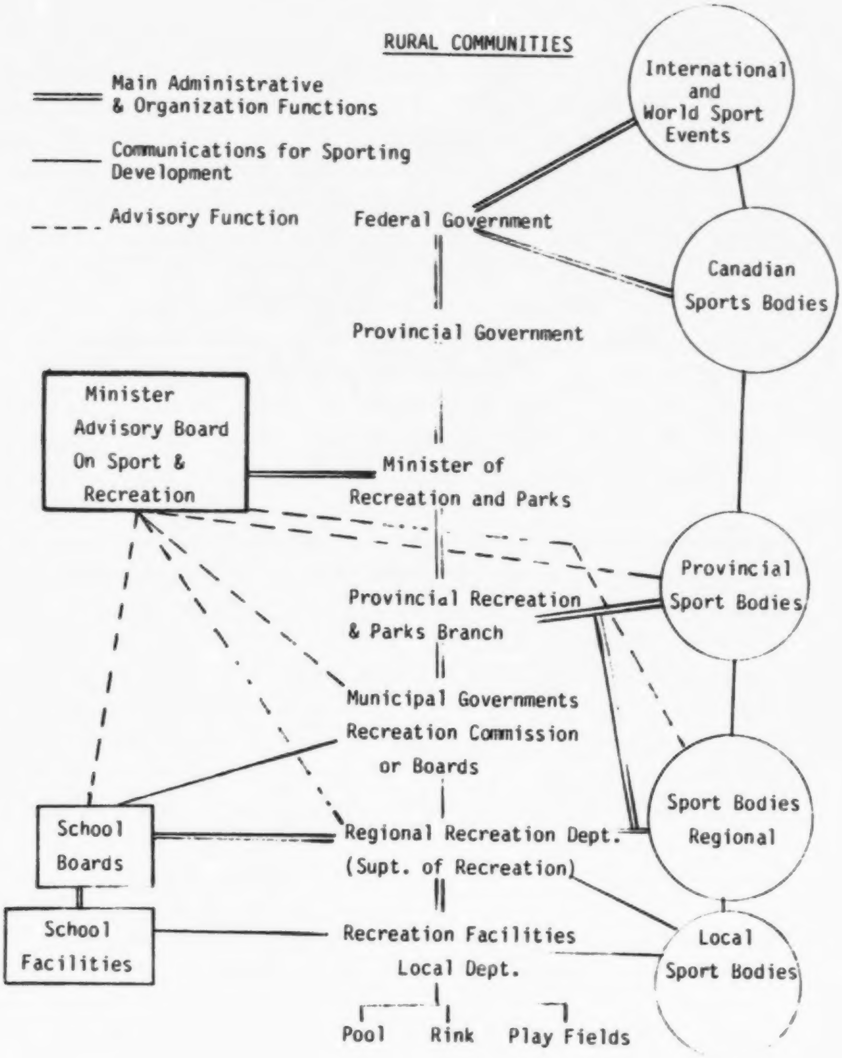
I sincerely believe that the Alberta Recreation and Parks cannot fairly deal with the multitude of problems and number of sports which should take place in the small communities, therefore, the delivery system in sports means to me the cooperation between Provincial and Municipal Governments and the volunteer. It is essential that the volunteers must carry the bulk of work but at the same time local municipal authorities must be charged and assume the responsibility for programming and setting up the delivery system to promote and carry out sports programs. Local authorities must somehow staff, develop facilities and organize community resources to carry out this function.

Unlike cities where population density is sufficient the rural communities must band together sharing cost and services. There is at the present time a large number of rural departments. This is not to say that at the present time they are carrying out this desired task. I will make recommendations on this matter further on in the paper.

It is sufficient here to point out that local authorities must be willing and be expected to assign appropriate staff to ensure a positive and orderly development of sports activities and facilities in their area. Provincial Government departments should assist them on a consultative basis, set up training programs in leadership and administration along with major financial support. The main user of the sports program whould be held responsible for some financial support along with coaching and leadership to the specific sport which they are interested in or participating in, they also must be charged with the responsibility to see that individuals can participate at the level or skill they are presently capable.

The following diagramic sketch illustrates the administrative plan I project for rural Alberta.

RURAL COMMUNITIES


Main Administrative & Organization Functions
Communications for Sporting Development
Advisory Function
International and World Sport Events
Federal Government
Canadian Sports Bodies
Provincial Government
Minister Advisory Board On Sport & Recreation
Minister of Recreation and Parks
Provincial Sport Bodies
Provincial Recreation & Parks Branch
Municipal Governments Recreation Commission or Boards
Sport Bodies Regional
School Boards
Regional Recreation Dept. (Supt. of Recreation)
School Facilities
Recreation Facilities Local Dept.
Local Sport Bodies
Pool
Rink
Play Fields

Role of Municipal Government and Their Departments

Municipal Recreation Commissions should:

1. Rewrite their by-laws or establish by-laws setting up Regional Recreation Commissions. See that staff are hired to administrate their sport and recreation program.

2. Enter into agreements with provincial government and other Municipalities for the establishment and administration operation of joint recreation, sports, events, program, services and facilities.

3. Obtain funds from provincial and local (taxes) for the operation and administration of sports and their facilities.

4. Receive gifts either of money, land or services from the public for the betterment of sports.

5. See to the hiring of qualified staff and the continuous training of their staff along with the committment and funding of training for volunteers who are working with sports groups in their community.

6. Obtain public input from persons that are interested in the development of sports programming.

7. Set up an Advisory Committee as a function of the Regional Recreation Board whose mandate will be to enhance sports activities in their area.

8. Make recommendations and be accountable to provincial government on funds which they received from them.

9. Promote sports as a way of life in the community so that the projected health and social values are a prime goal.

10. Set down in writing the duties, in which, they charge their Recreation personnel and Commission with the effective operation of sports.

11. Carry out an evaluation on sports and facilities yearly and to see that these evaluations and reports are presented to the Municipal Councils.

Role of Provincial Government and Its Departments

It is hoped that the Minister will enact some of the following ideas:

1. Undertake passing of all Provincial Acts for the safety and orderly development of the Sports System pertaining to finances and adminstration.

2. Set down guide lines for consulting services and the administration for applying for financial grants along with any reports and accountability proceedure.

3. Write up and enter into agreements with Municipalities or Provincial Sports Bodies when it is considered desirable and advantageous by all concerned and the operating of sports services to the general public.

4. Evaluate and set standards for program, services, facilities and in some cases staff requirements for their consulting services.

5. Establish by legislation a standing Ministerial Advisory Committee on Recreation and Sports and to charge them with the responsibility to travel throughout the province to investigate and hear concerns which are brought to their attention by individuals and groups as it pertains to recreation and sports.

6. Set up and organize the required staff and department at a provincial level to work closely and cooperate with Municipal Government and provincial sports bodies. To enhance sports development throughout the Province.

7. Accept application for financial help from duly appointed local authorities who will generally be Regional Recreation Commissions.

8. Set up a system for evaluation and to enact laws or regulations for the better of sports participation.

9. Set up a delivery system for the training of coaches, managers, and administrators in all aspects of sports.

10. Promote and ensure provincial and national sporting events.

Handicapped and Disabled Sports

It is my feeling as it is for most Recreation Directors I have talked to that neither the Provincial Government, recreation personnel or municipal recreation personnel really get involved or know what to do or even know who the handicapped are in the communities. It would seem that we look on this activity as a very limited responsibility of ours. If we are to make inroads into disabled sports Provincial Government and Municipal Government must agree that this is one of their mandates and admit there is a need in this area. At the present time programs for the disabled are pretty non-existent in rural Alberta and to correct this I feel that we must help the handicapped people organize a sports committee so that they can cooperate with adjoining communities to set up programming. In a substantial number of rural communities busing for the handicapped is not established, therefore, it would seem to be easier for them to move to other communities for participation. Hopefully this will help overcome the limited number of participants along with leadership which would be needed. This area is so lacking that is is essential that the Provincial Government should contract these special services out to municipalities with the philosophy of no programming - no money. That is to say if a municipality regional recreation department runs a program they will receive grants for handicapped programs.

Funding

At the present time the heavy cost of operating sports is born by the local tax payer. This is done through the heavy subsidization of facility use. I believe that dissatisfaction by tax payers of the high cost of operating facilities will deter any new facilities and will eventually curtail the activity because this high cost will be thrown back on to the user. The Provincial Government must take a greater portion of cost off the local taxes.

Where a municipality provides for the establishment and organization of a regional recreation and sports department in a manner satisfactory to a set standard by the Minister, the Province should pay to the municipal authorities a grant or grants towards their expenditures in connnection with the organization, administration and operation of a sport delivery system and the programs which they operate. The Minister will have the right to determine the grants and what program or facilities will be ear-marked for financial support. He further should set out administration policies and accountability policies for applying and spending of these grants.

It is my suggestion to the Minister and his Department that the grants should be sustantial as I would like to point out that Recreation and Sports financial help to Municipalities for administration and programming is almost non-existent ($1 per capita). If we compare this to 80% to Social Services Preventative program and in operation; approximately 90% for Educational; close to 100% for Agricultural porgrammming, you can understand the feeling and realization that the local sports and recreation enthusiasts have that they are the forgotten people.

Provincial grants for facilities (M.C.R. Grant) was a very generous and sincere commitment on Provincial Government's part, however, this grant was made available in 1975 and was to cover a 10 year period. Since 1975 cost for developing facilities have tripled as a result of the high inflation. Further it is based on per capital population which creates a problem for rural Alberta in that their population is small, yet the cost to build a recreation facility is equal to that of the urban areas. Therefore, I believe population distribution must be taken into consideration when disbursing grants.

Sports Development

Sports activities may be taking place at the present time in our rural communities but I recommend that an overall evaluation take place with regards to these sports so that we may determine where they are at the present, what are their needs and what are their goals. This will then allow us opportunity to make changes if needed in leadership and administration along with getting public input into sports.

Because of the complex nature of interests of the people, there will be some sports programs that rural areas cannot afford due to cost of facilities and the limited number of people who may wish to participate. I recommend the Provincial Government set up a referral centre which would advertise through government rite numbers so that individuals or recreation personnel wishing to get information on various sports and where they are taking place throughout the Province could contact this number. From this referral centre one could find out where the closest sports club of this nature is located, information on cost, equipment needed, the name and phone number of a contact person in the club for further information. We find that people are willing to travel considerable distance to participate in various activities. For example hockey clubs travel 150 miles to play a game.

For sports which are not taking place in the communities and where there seems to be sufficient interest and leadership is not available there should be means set up for trail projects or clinics to be conducted. This will bring together, people of the same interest to learn the activity at which time the recreation departments can work with these individuals to set up a local sports body to see that the activity is carried on following the clinic. For this to take place it is essential that our government will have to spend large amounts of money on equipment and instructors to carry out these clinics which would be of a familiarization nature.

In our communities throughout the province there is a wealth of volunteer resource personnel, a special effort must be made through the mass media to get these people involved in a participation and leadership role in sports. This advertising campaign should be at a provincial scale and would outline:

1. The value of sports
2. Tell people where and how to get involved
3. Show and tell them about the different sports
4. To promote the desire of people to participate, coach instruct or manage.

Hopefully and its necessary, that the people in Alberta must be encouraged and given a chance to get involved and run their own activities.

Summary and Recommendations

A nation of 'fit cats' are better prepared to contribute to Alberta's society than a nation of 'fat cats'. Studies have shown that mental and physical illness usually are related. If this is true we should be promoting sports as a preventative measure in preventing physical and mental sickness for, through sports people can keep active and in good physical condition.

Provincial and Municipal Governments seem to have place a high value on facilities and the funding of these. My study has shown that most sports activities can take place in existing facilities. Exceptions would be indoor pools, racquetball courts and bowling allies. The high cost of operating these facilities is being born by the Municipal Governments with a small amount being paid by the user. The present grant system of the Provincial Government to Muncipal Governments has shown the little emphasis that they place on sports. If Minister of Recreation and Parks and our Provincial Government feel that sports are necessary in our society, their grant should indicate this.

In essence the sports program in Alberta should be designed to develop community awareness and resources for mass participation of sports with the goal set for physical and mental health.

I rest on the belief that it is mans' desire to have a healthy body and mind along with the desire to participate with others who have the same interest. At the present time rural Alberta does not have equal opportunities because of geographic and economic circumstances of a rural population. Government must take this into consideration when disbursing grants.

Municipal government must rewrite their recreation by-laws, placing more emphasis on sport programming. Further Provincial Government should insist that Regional Recreation Departments sign a contract when receiving grants that they will undertake the development of sports as one of their major mandates.

Funding by Provincial Government should be more realistic when promoting and developing of leaders and participation in sports. An example of this would be major publicity campaign outlining the values of sport, the different types of sports and how people can get involved. Further the Government should undertake training of coaches and managers along with supplying equipment and instructors, so individuals can familiarize themselves with a sport. If people find they enjoy a sport they are then willing to commit themselves to the cost involved.

Provincial sports bodies should adopt the philosophy of mass participation, if the activity is good for a few then why not on a larger scale. Provincial sports bodies should receive financial support from the Government, based on their comment and involvement throughout Alberta.

The Minister of Recreation and Parks should set up an Advisory Committee which will report directly to him having a mandate to travel throughout Alberta hearing concerns and recommendations from the general public on matters pertaining to recreation and sports. This way the influence of the Minister's office will be enhanced in the rural areas.

There are many sports presently taking place place in the rural communities that have not yet reached their potential. These potential can only be reached if provincial and local sports bodies, Municipal and Provincial Governments cooperate together to reach the common goal of:

1. Mass participation
2. Improve the standard of sport and its delivery system
3. Sports for the disabled as one of their priorities
4. Sufficient funding for leaders, operation and facilities
5. Continued evaluation towards improvement
6. Better delivery system for local, regional and provincial sport events and games.

Our greatest resource in Alberta must be its people. Lets keep them healthy, happy and wise. I believe recreation and sports can be one major vehicle for obtaining this goal.

POOR

QUALITY

ORIGINAL